A Guidebook for a Better Lombard
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North Portland neighborhoods have an opportunity to shape the future of an important corridor. Lombard Street has long been considered a dividing line between neighborhoods where walking is not only unpleasant, but unsafe. Businesses line much of the street, but they have not always served the needs of surrounding neighborhoods.

The Lombard community, however, is made up of passionate people who care about their neighborhoods. They are ready to build upon Lombard’s current assets to create a more neighborhood-friendly street with many appealing destinations and amenities. They are ready to reimagine what Lombard can be.

From January to June 2013, Swift Planning Group worked with the Kenton, Arbor Lodge, and Piedmont Neighborhood Associations, residents and businesses in those neighborhoods, and the broader community to develop a vision for what the future Lombard should look like and how to get there. The specific area of focus is the two-mile stretch that touches these three neighborhoods, between N Chautauqua Blvd and NE Martin Luther King Jr. Blvd. It includes a mix of homes, businesses, churches, schools, parks, and the bustling Lombard Transit Center.

The Lombard Re-Imagined Guidebook was created to advise the local community on how to help Lombard live up to its potential and become a better place for surrounding neighborhoods. To set the stage, we begin with a discussion of the problem that we were asked to address. Next, we outline the approach we took in finding solutions, an approach centered on collaboration with members of the community. Finally, we present the Guidebook itself, which recommends specific strategies and actions that the community can take to realize positive change throughout the Lombard corridor.
Lombard is currently a barrier between neighborhoods

Study Area
The Problem: Why Here, Why Now?

Community concerns about Lombard Street have grown over the past several years. Traffic incidents are frequent and on the rise, and the road is in need of major repair. Businesses have moved in and out as they have struggled to attract customers; many of those that remain fail to engage with the sidewalk and do not provide the full range of services desired by Lombard’s neighbors. All this has resulted in the perception of Lombard as both a literal and figurative barrier between neighborhoods.

A major piece of the problem is that Lombard lacks organized advocacy and stewardship focused on addressing these issues. It is unclear who should be responsible to bring about change on the street due to its status as a dividing line between the Kenton and Arbor Lodge neighborhoods. Thus, despite growing frustrations in the community and a clear desire for conditions to improve, Lombard remains largely neglected.

Another factor is the multiple and often conflicting functions that Lombard serves. As US 30 Bypass, this state-owned highway is a designated freight corridor that provides a route for oversized freight vehicles. Lombard is also the primary east-west arterial linking St. Johns to the rest of the city and the Portland International Airport, making it a major route for car traffic, an emergency vehicle route, and one of the busiest transit corridors in Portland.

At the same time, Lombard is one of the only commercially-zoned streets within walking distance of several North Portland neighborhoods. While it is envisioned as a Main Street in the Metro 2040 Growth Concept, Lombard is currently underdeveloped in terms of neighborhood-serving businesses and amenities. This is a result of Lombard’s largely auto-oriented nature, which prioritizes the movement of vehicles over the safety and comfort of pedestrians.

Members of the Kenton, Arbor Lodge, and Piedmont neighborhoods have expressed a desire to change this prioritization and foster a sense of place in the corridor. They recognize the potential that Lombard holds and the need for a Lombard-specific focus in order to realize this potential.
Planning for the Future of Lombard

Efforts to create a more cohesive and neighborhood-friendly Lombard must find a way to reconcile its functionality in terms of moving people and goods with its potential as an attractive destination. In the long term, Lombard’s designations as a state highway and freight corridor are likely to change as the Oregon Highway Plan, City of Portland’s Transportation System Plan, Portland Freight Master Plan, and St. Johns/Lombard Plan call for shifting US-30 Bypass to Columbia Blvd, another major east-west corridor to the north of Lombard (see Table 1).

When this shift will take place is uncertain and depends on expensive improvements to Columbia in order to enable oversized freight vehicles to travel there. This report focuses primarily on measures that can be taken given Lombard’s current status, but also provides guidance for when the shift to Columbia occurs.

Table 1: Plans calling for removal of Lombard’s freight designation

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<tr>
<th>Plan</th>
<th>Agency</th>
<th>Relevance</th>
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<td>Oregon Dept. of Transportation</td>
<td>Designates Lombard as a temporary freight route for over-height vehicles only until necessary improvements to Columbia Blvd</td>
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<td>Transportation System Plan (TSP)</td>
<td>Portland Bureau of Transportation</td>
<td>Calls for shifting US-30 Bypass from Lombard to Columbia Blvd</td>
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<tr>
<td>Freight Master Plan</td>
<td>Portland Bureau of Transportation</td>
<td>Designates Lombard as a Truck Access Route and interim over-dimensional freight route until switch to Columbia</td>
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<td>St. Johns/Lombard Plan</td>
<td>Portland Bureau of Planning &amp; Sustainability</td>
<td>Supports TSP and Freight Master Plan goals for Lombard</td>
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<td>Regional Vision: The 2040 Growth Concept</td>
<td>Metro</td>
<td>Designates Lombard as a Main Street</td>
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A Community Driven Approach

- 800+ Survey Responses
- 100+ Open House Attendees
- 40 People at 2 Walk-Alongs
- 20 In-Person Business Surveys
- 20 Comments on the Online Open House
- 15 People at the Arbor Lodge Board Meeting
Swift Planning Group’s approach to addressing the issues on Lombard consisted of three main phases.

- **Phase 1**: Conducted public outreach, research, and consultation to learn as much as possible about the corridor.
- **Phase 2**: Synthesized community feedback into a Vision and four Goals for Lombard, followed by draft recommendations.
- **Phase 3**: Refined recommendations through additional outreach, agency meetings, and analysis.

This process culminated in the publication of the Guidebook for a Better Lombard, which offers strategies for improving the corridor along with detailed implementation guidance.

Figure 1: Public outreach process diagram
Phase 1: Information Gathering

Public Outreach

In order to hear directly from neighborhood residents, businesses, and other stakeholders, Swift Planning Group conducted broad-based public outreach using a variety of methods and events:

Walk-along tours

Swift Planning Group held two walk-alongs with small groups of local residents. At these events we walked along the street and discussed what people valued about Lombard as well as areas for improvement. These tours were invaluable for us in getting the on-the-ground understanding of the street and the concerns of neighbors.

Coffee talks

In order to hear directly from people about what Lombard is and could be, we had two informal discussions over coffee. One was held at the Union Tabernacle Church and one at the Kenton Library. It was important to hear from people in their own words about their priorities and concerns.
Online Survey

An online survey (in English and Spanish) was posted on the Lombard Re-Imagined website and remained open for approximately one month. The survey was publicized through the e-mail networks of the three neighborhood associations, social media such as Facebook and Twitter, and popular media such as an article in the Oregonian and local newsletters.

Outreach to Business Owners

Swift Planning Group went door-to-door to administer a survey to business owners along Lombard about ideas and suggestions that they felt would benefit businesses. The survey was qualitative in nature and consisted of open-ended questions. After meeting a large number of Spanish-speaking business owners on the first effort, Swift members returned with an interpreter and a Spanish version of the survey.

Stakeholder Meetings and Interviews

Swift Planning Group members attended neighborhood and business association meetings to talk with group members about Lombard and what they want the street to be in the future. We also visited several schools in the area to talk with teachers and parents about the issues they face on Lombard.
Research

History and Demographics

Historical context derived from research at the city archives revealed how the neighborhoods surrounding Lombard have grown and changed along with the street. Research into the demographics of the area helped the team understand who lives and works in the project and how that has changed over time.

Plans, Policies, and Regulations

Swift Planning Group conducted research into the existing plans and policies that affect the Lombard Corridor. These included Neighborhood Plans, the Portland Transportation System Plan, the Portland Freight Master Plan, and the Portland Comprehensive Plan. We also researched the Portland Zoning Code to determine how it impacts development along Lombard.

Transportation, Land Use, and Streetscape Conditions

Swift Planning Group conducted site visits and performed research to establish the existing conditions of the Lombard Corridor. These included a business and land use inventory, a pedestrian crossings and transit facilities inventory, safety and traffic data, tree cover, and other topics.
Technical Advisors

Swift Planning Group planners met with agency staff and other technical advisors to better understand what is possible on Lombard and how the community goals for the corridor could be achieved. These technical advisors offered valuable information on the opportunities and constraints along the corridor, and were the source of many ideas that were further developed over the course of the project. Advisors we met with included representatives from:

- Oregon Department of Transportation
- Portland Bureau of Transportation
- Portland Bureau of Planning and Sustainability
- Portland Development Commission
- Portland Bureau of Environmental Services
- Commercial Realty Advisors
- Trimet

Phase 2: Draft Recommendations

Vision and Goals

The first step in developing the Guidebook for a Better Lombard was to articulate a community-based Vision and four associated Goals for Lombard to guide our work going forward. The Vision and Goals are a synthesis of the themes that emerged during our conversations with residents, businesses, and other community stakeholders. They represent the highest aspirations that neighbors have for the corridor, and they are essential components in the effort to make Lombard a better place. The Vision and Goals can be found on pages 20-21.

Draft Recommendations

The next step was the development of initial recommendations for how to improve Lombard. These draft recommendations were informed by information and ideas gathered from the public, technical advisors, and research, as well as by the community values and aspirations contained in the Vision and Goals for Lombard. Swift Planning Group used several criteria narrow down a long list of ideas into a manageable set of recommended strategies. Once the strategies were established, we formulated specific actions along with implementation guidance within each strategy.
Whose Vision?

Different styles of outreach connect with different groups of people, so our group used multiple outreach methods to collect feedback on neighborhood priorities. While an online survey can cast a wide net and provide quantifiable data for research, its reach tends to be highly dependent upon one’s access to the Internet and connectivity to the social networks of the majority population. One issue with our survey data is that we were unable to reach certain segments of the population and our sample did not accurately reflect the demographic diversity of the community. For example, 84% of respondents identified as white in an area that in reality is nearly 25% non-white.

We did our best to mitigate this flaw in our survey sample by reaching out to minority communities using other approaches. We started by contacting church congregation leaders and public agencies (such as the Latino Network and the Hispanic Metropolitan Chamber of Commerce) for advice on how best to reach minority populations in our study area. Thanks to the guidance of these community leaders, we were able to arrange coffee talks and meetings with groups who could provide a more diverse range of viewpoints for the project. We also went door-to-door with an interpreter in order to talk with Spanish-speaking business owners along the street about their needs. These one-on-one conversations and meetings were critical in helping shape the recommendations we have put forth. For example, we learned about the need for traffic control near Interstate from the Parent Advisory Council of De La Salle North Catholic High School, while Latino business owners emphasized the need for safer on-street parking and more trash cans.

Criteria

We considered the following criteria to select our recommendations:

- Advancement of Multiple Goals
- A high level of community support
- Conformance with existing plans and policies
- Low-cost and technically feasible implementation
- Short-term solutions
Phase 3: Guidebook Refinement

In order to ensure that the draft recommendations were technically feasible and accurately reflected neighborhood desires, Swift Planning Group conducted additional public outreach and analysis.

Open House

In May 2013, Swift Planning Group and the Kenton Neighborhood Association hosted an Open House at the Kenton Masonic Temple to present the draft recommendations on a series of posters. The Open House was well-attended, with more than 100 community members turning out to see and talk about our ideas for Lombard. Attendees had an opportunity to speak with Swift Planning members, leave feedback on comment cards, and indicate their preference for specific alternatives. Neighbors were also able to sign up to get involved in a Friends of Lombard stewardship group.
Online Open House

The Open House materials were also put online on the Lombard Re-Imagined website, where people were given the opportunity to leave feedback through an online form. This allowed a broader spectrum of interested neighbors to see the draft recommendations and give their comments and ideas.

Kenton Street Fair

The Lombard Re-Imagined project had a booth at the Kenton Street Fair, where the Open House materials were once again presented to the public for their feedback. This event was very successful, with over a hundred people stopping in the booth to look at materials and talk directly with Swift Planning Group members. Many people already knew about the project, but others were excited to learn about the project for the first time. More people also signed up to get involved in the Friends of Lombard at this event.

Market Analysis

A Market Analysis was performed to gain an understanding of how the business environment supported the needs of the neighborhoods. Working with the City Bureau of Planning and Sustainability, we analyzed the demographic and income profile of the nearby residents, types of existing businesses, and market leakage. This helped us determine what market potential exists and what types of businesses could be supported on the street, to ensure our recommendations are supported by solid data. The Market Analysis can be found in Appendix D.

Traffic Analysis

A Traffic Analysis was performed to determine how a proposed 3-lane configuration would affect the flow of traffic along Lombard. The analysis looked at projected delay at major intersections with the change and compared it to current conditions. By performing this analysis, we were able to determine the feasibility of a lane configuration change and set the stage for further analysis in the future. The Traffic Analysis can be found in Appendix D.

Technical Advisors

Swift Planning Group met once again with several of our technical advisors to make sure the recommended strategies and actions were feasible and that implementation guidance was accurate. Meetings with the Portland Bureau of Transportation and Oregon Department of Transportation were particularly valuable and led to substantial changes and improvements to several of the recommendations. Agency staff members were generally enthusiastic and supportive of the strategies and were interested in working with the community for improvements on Lombard.
Guidebook for a Better Lombard
How to Use This Guidebook

The Guidebook for a Better Lombard starts with a community vision and four associated goals that describe what a better Lombard would look like. These were derived from the public outreach conducted during the project. After describing the vision and goals, the Guidebook presents recommended strategies and actions for achieving those goals. Each strategy section also provides implementation guidance for making change happen.

The Guidebook is written for community groups to use in the coming years as their reference for projects, advocacy campaigns, and planning efforts that will improve the corridor. The strategies have been divided into three parts that represent three distinct elements needed to make Lombard a better place.
Part 1: Build Community Capacity

Recommended strategies for how community members can organize and build their own capacity to make change happen. Nothing can change on Lombard without neighborhood residents, businesses, and other community members working together, so these strategies should be an immediate priority.

Part 2: Work for Change

Recommended strategies for improving Lombard that community groups can work to implement in the near term under existing policies. Each strategy is envisioned as a project or campaign that a group of dedicated community members could work on as part of a coordinated effort over the next several years.

Part 3: Plan for the Future

Recommended strategies for major changes that will need community support now in order to lay the groundwork for future change. These are projects that will require substantial planning, funding, and/or policy changes to make them happen, and should be recognized as long-term efforts.
A Vision for Lombard

Lombard Street is a vital corridor that unites the Kenton, Arbor Lodge, and Piedmont neighborhoods. It is a place that honors the long history of the area but also celebrates the modern spirit and diversity of North Portland. The small one-of-a-kind shops and restaurants, public art, and streetscape decorations let visitors know they are in a special place and let residents know they are home.

Lombard makes it easy to get around. The sidewalks are in good repair and offer pedestrians a safe and comfortable way to access their daily needs while surrounded by welcoming storefronts and the shade of mature street trees. Transit stops and stations are pleasant and well-lit, and riders always feel secure when waiting at any of the many covered shelters along the corridor. Auto traffic flows smoothly at a safe speed due to traffic calming treatments, and drivers are better able to see pedestrians trying to cross the street thanks to curb extensions and improved crosswalks. Bicyclists are able to access destinations along the corridor with ease using the well-connected and low-stress greenways adjacent to the main route, and they know they will always find plenty of bicycle parking at their destinations.

Neighbors appreciate the mix of shops, stores, and services along the street. Lombard has everything one would need on an average day, from coffee shops and hardware stores to dentists and small grocers – all within an easy walk of one another. The street is known throughout the city as a great place to find any kind of restaurant imaginable – from new family-friendly restaurants and food carts to the classic Mexican taquerias that have been mainstays of the street for decades. Customers visiting the business districts on Lombard find vibrant places with real character, and abundant public spaces and outdoor seating areas provide visitors and neighbors with pleasant places to gather and socialize.

All this is possible because neighbors aren’t afraid to show Lombard some LOVE. The Lombard Business Association and the Friends of Lombard act as voices for the street, working with city and state agencies, community non-profits, and each other to achieve the changes that the community wants to see. Above all, people value this street as a special place that they have worked to make their own.
From Goals to Strategies

These symbols are used throughout the Guidebook to indicate the goals that each recommended strategy best supports. Several of our recommended strategies support multiple goals, so refer to the top of the page above each strategy description to see which goals apply.

Goals for Lombard

- Lombard will receive ongoing support and stewardship from community members and organizations.
- Lombard will be a safe, accessible, and functional transportation corridor that balances the needs of all users and modes of travel.
- Lombard will have a pleasant, attractive, and inviting streetscape that encourages pedestrian activity and contributes to a sense of place.
- Lombard will be home to vibrant, distinctive business districts that serve the needs of surrounding neighborhoods.
“Never doubt that a small group of thoughtful, committed citizens can change the world; indeed, it’s the only thing that ever has.”

-Margaret Mead
Stewardship

Strategy: Organize community members to provide ongoing support and stewardship for the improvement of Lombard.

Currently Lombard is a dividing line between neighborhoods and lacks formal organizations dedicated to its improvement. Community groups are needed to make change happen on Lombard.

Action: Form a Friends of Lombard group made up of community members, institutional representatives, business owners, and property owners dedicated to improving Lombard.

The Friends of Lombard would make a huge difference in making Lombard a better place by organizing community assets, taking direct action on projects, working with agency staff to make improvements, and helping to identify and apply for project funding. There is an opportunity now to take the momentum of interested parties to work together for improving Lombard Street.

What would the Friends of Lombard do?

Act as a VOICE for the street.
Work as a TEAM to accomplish goals
Use the STRATEGIES in the Lombard Re-Imagined plan to guide action
Build PARTNERSHIPS between neighbors, businesses, and city/state agencies
LEAD efforts for positive change in the neighborhood
Action: Form a Lombard Business Association so businesses can work together for the good of the entire corridor.

The Lombard Business Association would allow businesses to work together, market business districts, and create a sense of identity for a commercial area. It could also work on fund-raising for streetscape improvements and help businesses pursue funding for storefront improvements. Dozens of business associations in Portland have successfully transformed previously struggling business districts.

“A story or a point of view about Lombard is lacking that would help encourage those of us who live near and use it to ‘own’ it or identify with it more. Lombard is not a destination - it is a way to get elsewhere.”
Implementation Guide

Friends of Lombard

The official kick-off meeting for the Friends of Lombard is being held June 11, 2013—the day after this vision and guidebook is released. After handing off the report, Swift Planning Group’s official involvement in Lombard Re-Imagined will be finished. From there, the Friends of Lombard will need to determine leadership, organizational structure, and other logistics in order to proceed with working towards change on Lombard. An early decision will need to be whether to incorporate as a separate non-profit or operate as a partnership of existing neighborhood associations.

Central to the success of the Friends of Lombard is ensuring inclusivity. One of Lombard’s greatest assets is its racial & ethnic diversity; this should be embraced and reinforced going forward. Particularly, Spanish-speaking residents and business owners should have a voice at the table, but may be apprehensive due to this being a primarily English-speaking group. Providing interpretive services at meetings is one strategy to address this, but a strong effort to reach out to under-represented groups should be a priority.

A few small, achievable projects can help solidify the group’s purpose and resolve. The projects and campaigns included in the Work for Change section of this guidebook will have desirable outcomes, but the process of working on them as a community group will also yield benefits for the group itself. One strategy for the group could be to focus on a few particular projects to begin with, such as a tree planting campaign and a pedestrian crossings campaign. The group could have sub-committees or working groups dedicated to these campaigns, in addition to a primary steering committee or board.

Community groups always require funding and other resources. In addition to community fund-raising efforts, there are grants and other resources available through the City of Portland’s Office of Neighborhood Involvement. Metro has the North Portland Enhancement Program, which provides grants to organizations like this that serve North Portland neighborhoods and residents. This year they will be awarding $35,000-$50,000 to the best proposals received, and applications are due September 3, 2013.

Business Association

First business owners must begin meeting regularly and decide on a common vision for the group, develop a name and brand, decide an organizational structure, and register as a non-profit with the state. Once that happens, the business association can request official acknowledgement from the City of Portland and will become eligible for services and support from the Office of Neighborhood Involvement.

Business owners need to decide early on what initial projects they will take on as a group. Projects should be easily achievable such as a tree planting program or street cleaning program to maintain interest and enthusiasm.
from members. If these are successful, it will be easier to attract new members who may initially be skeptical of the value of the organization. Once membership is robust, dues can begin to support paid staff and ongoing funding for improvement projects, events, and marketing efforts.

Venture Portland offers a variety of grants and services for business associations, including several specifically targeted at new business associations trying to organize and get off the ground. The Portland Development Commission is another source of funding and advice, and Lombard is well-positioned for such assistance with its location inside the Interstate Corridor Urban Renewal Area.

For a full list of programs, agencies, and contacts please refer to the Implementation Contact Table in Appendix A.
Empowerment for Communities of Color

Strategy: Empower residents and business owners of color on Lombard to be successful and active partners in the community.

The Lombard neighborhoods are more diverse than the city as a whole and the street is home to many businesses owned by people of color. As improvements are made to the corridor it is likely that property values and rents on the street will rise. Neighbors have told us they value the diversity found in the Lombard area and want to avoid the displacement that often comes with new developments and investments. It is essential that people of color in the Lombard community are active participants in making positive changes and are able to benefit from those changes.

Action: Ensure that residents and business owners of color have full participation in neighborhood and business organizations.

As groups form to advocate for changes on Lombard, it is essential to involve residents and business owners of color so that decisions are made which truly reflect the needs and priorities of the diverse range of voices along the corridor. It is all too easy for organizations to unknowingly
exclude people, so an active process of reaching out is required to make sure that the membership and leadership roles represent a broad spectrum of people.

**Action:** Work with business owners, property owners, community support programs and public agencies to develop anti-displacement strategies.

The displacement of existing residents and businesses of color is a legitimate concern raised during the public outreach process that needs to be acknowledged and addressed by the community.

Early action is needed to ensure that residents and business owners of color benefit along with the rest of the corridor as improvements are made, rather than experiencing displacement as a result of it. Developing an anti-displacement strategy for Lombard is an extensive process that requires coordination with business owners, property owners, community support organizations, and public agencies. These efforts should begin as soon as possible to make sure that any strategies are employed before any potential displacement might occur.

**Action:** Ensure that entrepreneurs and business owners of color have access to the full range of available financial and technical assistance programs.

Neighbors have consistently said that they want more locally-owned shops and restaurants that reflect the diversity of the North Portland community. They also want existing local businesses to succeed in the future. There can be many barriers to success for business owners and entrepreneurs of color due to language barriers, reduced access to credit, lack of experience with permit processes and regulations, and many other issues. Opening a new business can be a particularly difficult process. Resources to help overcome these barriers are available through the PDC and several non-profits, but business owners often are not aware that such resources exist. The community should actively work to educate people about the available resources and how they can best be utilized.

Food carts are a way to provide low-cost opportunities for entrepreneurs to start new businesses. Lombard contains many underused parking lots along the street that could be made available for food carts. The community could work with property owners to open up space in parking lots to lease to food carts, providing space for entrepreneurs of color to grow a new business.

**Action:** Celebrate the diversity of the business corridor and communicate this strength to the rest of the city.

The diversity of businesses along Lombard is a strength that the neighborhoods should recognize and support. For example, the street is home to a concentration of Latino businesses found few other places in the city. Lombard should acknowledge this aspect of the commercial corridor and champion it as a place that reflects the diversity of the North Portland population. Public recognition and support of small business ownership on the street may also attract other entrepreneurs of color to open new businesses, ensuring that the diversity of the street is a permanent and celebrated strength of Lombard.
Implementation Guide

Community Involvement

Steps should be taken to engage residents and business owners of color in becoming active stakeholders and decision makers in neighborhood organizations and business associations. Going door-to-door to discuss upcoming changes and their implications on Lombard, with an interpreter for occasions when there are language barriers, is an important first step to starting the conversation and organizing interested partners. Groups such as the Latino Network, Hacienda Community Development Corporation (CDC), Immigrant Refugee Community Organization (IRCO), and the Portland Office of Neighborhood Involvement offer interpreter services and other assistance for conducting this outreach.

Anti-Displacement

It is beyond the scope of this project to make specific recommendations for anti-displacement strategies, since solutions should be community-generated and customized to the specific needs of the neighborhood to be effective. However, Swift Planning Group does recommended that the Lombard community begin this dialogue as soon as possible to pre-empt changes to the street that may cause property values to rise. There are many resources available to the community for support in developing anti-displacement measures that the community should contact for guidance:

- **Microenterprise Services of Oregon (MESO),** a non-profit organization that “seeks to improve the economic opportunities of under-served individuals through empowerment, education, and entrepreneurship,” works especially with communities of color and can assist groups of business owners to develop strategies for neighborhood permanence.
- **Oregon Association of Minority Entrepreneurs (OAME)** is a non-profit whose mission is to promote and develop entrepreneurship and economic development for ethnic minorities in the state of Oregon.
- **Living Cully: A Cully Ecodistrict** (an outreach project of the non-profit group Verde) is an anti-poverty strategy focusing on the needs of low-income people and people of color. A recent project of Living Cully entitled Not In Cully could offer examples of how another North Portland community can plan to avoid displacement.
- **Proud Ground Community Land Trust** is a non-profit organization that could advise residents and business owners about the possibility of placing residential (and possibly commercial/retail properties) in a land trust, thus removing rents from the mainstream property market.
- **The Portland Development Commission (PDC)** can be a resource for commercial displacement concerns.
Business Success for People of Color

The community should reach out to existing organizations that primarily serve communities of color and ask them to help spread the word to their constituents: Lombard is a good place to start a business and it needs YOU.

There are a variety of small business development services such as Adelante Empresas (a branch of Hacienda CDC), MESO, and Mercy Corps that offer classes and workshops on how to start or improve a business. There are also lenders that specialize in small businesses owned by people of color such as the Albina Opportunities Corporation, which is a certified Community Development Financial Institution. These institutions offer micro loans to businesses not typically funded by traditional lenders.

The PDC have property acquisition loans with generous terms for businesses to purchase their property or can help business owners with negotiating stable leases. They also have business assistance programs that prioritize businesses owned by people of color and long-term property owners, providing help in getting loans, applying for permits, and making improvements.

Interested business owners could lead an effort to determine a name or slogan that they feel would represent the diverse character of the street with pride. Once determined, all business owners along the street could be invited to help celebrate the theme. This could involve physical elements such as signage and flags outside of businesses to communicate to the public that they are within the boundaries of a special district. Social events could be used to help build excitement around the idea as well. For example, businesses could organize a monthly event in which businesses on the street agree to stay open late, feature special offers, and have entertainment such as music or visual arts.

MESO staff can provide marketing expertise and guidance for an effort such as this and help lay the groundwork for a cohesive business district on Lombard. A group of business owners who are interested in giving voice to this identity can arrange a meeting and presentation with them to learn about strategies.

For a full list of programs, agencies, and contacts please refer to the Implementation Contact Table in Appendix A.
Tacoma Street

Tacoma Street, in the Sellwood neighborhood of SE Portland, was a busy four-lane street that was difficult to cross and had few appealing businesses to visit. It was a major barrier for people trying to access goods and services in the neighborhood. By getting organized and working with city staff they were able to re-balance the street's function. Tacoma Street continues to be an important regional transportation corridor since it crosses the Sellwood Bridge, but now it serves the neighborhood, too.

The Tacoma Main Street Plan was completed in 2001 after several years of residents and business owners forming their vision for a better street. Their efforts led to a successful Transportation and Growth Management grant application from the state so they could fund street improvements. In less than 10 years they worked to get improved signals, more appealing businesses to walk to, and better pedestrian crossings. Tacoma Street was also traffic-calmed by changing from 4 lanes to 3 lanes without a significant effect on traffic flow.

Foster Road

Foster Road in SE Portland is a major street that carries a large number of people traveling across the Portland region. It runs through several neighborhoods including Foster-Powell, Mt. Scott-Arleta and Lents. The street boasts some stunning architectural examples of the streetcar era and is home to many locally owned businesses. It is also one of the most dangerous streets in the city to cross or travel on as a pedestrian or bicyclist.

Foster-area residents reached out to business owners on the street to see what could be done to improve the street to make it a safer place to be. At the same time the City of Portland was looking at how to make the street safer and the Portland Development Commission was trying to coordinate investments along the corridor. The Foster-Lents Integration Partnership (FLIP) was formed, and is currently engaged in a planning process to prioritize improvements and determine the best street configuration. They have $3.25 million set aside for improvements and are applying for more funding from the state. Neighbors and business owners keep track of their progress and coordinate activities on their blog FosterUnited.org.
Hawthorne Boulevard Business Association

While SE Hawthorne Blvd differs from Lombard in many ways, there are some similarities. For example, Hawthorne serves as the boundary between neighborhoods and carries a significant amount of vehicle traffic. In 1983, seeing a lack of attention paid to the street and the need for more cooperation and communication between businesses, business owner Roger Jones led the formation of the Hawthorne Boulevard Business Association (HBBA). Small street events and a district newsletter helped build interest in the organization, and membership dues were raised early in order to apply for non-profit 501(c)(6) status with the State of Oregon.

Over the years the HBBA has flourished, boasting nearly 150 members. Each business pays dues of $100 (with options of $250 or $500 for larger businesses), for which they receive website listing, sponsorship recognition, and participation in the many events put on by the association. Representatives of the HBBA attribute much of this success to having media contacts willing to cover related stories as well as a part-time (20 hours/month) contracted staff person who performs various administrative duties including updating a comprehensive business and property owner database.

The Jade District

SE 82nd and Division is well-known to many Portlanders as THE place to go for dim sum, pho, and Asian groceries. A few years ago city officials working with business owners to support the business district were wondering what to call the area; it needed an identity and a brand that was more exciting than SE 82nd Avenue. Because it had attracted a variety of Asian businesses and was already known as an Asian food destination, they decided to capitalize on the area’s best asset and the “Jade District” was born. The goal was to make sure that when people visit Portland they know where to go for a variety of Asian businesses. This strategy helps attract more shoppers and diners to the area, as well as more complementary businesses.

Local business owners, residents, and city agencies are also working together to make the area safer and more pleasant for shoppers on foot. Like Lombard, 82nd Ave is a state highway, with 4 travel lanes, high speeds, and few pedestrian crossings. While they are working to improve the physical infrastructure, they are also strengthening the social network of businesses working together and creating a thriving and unique shopping and dining destination.
Work for Change
Pedestrian Crossings

Strategy: Provide safe and convenient pedestrian crossings throughout the corridor.

A major reason why Lombard acts as a barrier and dividing line between neighborhoods is the difficulty of crossing the street on foot. The limited number of marked crossings leads many pedestrians to cross mid-block when breaks in traffic occur (see Table 2). The shortage of safe crossings not only presents safety concerns on a four-lane 35-mph state highway, but also stands as an obstacle to successful business districts because customers cannot easily visit places on opposite sides of the street. Additionally, with on-street parking only available on the north side of Lombard, crossing the street after parking needs to be safer and more convenient.

Action: Install new enhanced pedestrian crossings at key locations throughout the corridor to increase safety and access.

Compared to similar corridors in the region, Lombard has very infrequent crosswalks. We propose new marked crossings that connect bus stop pairs, reduce the distance between crossings, provide more direct walking routes, and ease the difficult path across I-5.

<table>
<thead>
<tr>
<th>Crossing Location</th>
<th>Total Marked Crosswalks</th>
<th>Average length between crosswalks in feet.</th>
</tr>
</thead>
<tbody>
<tr>
<td>MLK (Lombard to Stanton)</td>
<td>26</td>
<td>467</td>
</tr>
<tr>
<td>Sandy (SE 7th to NE 42nd)</td>
<td>19</td>
<td>639</td>
</tr>
<tr>
<td>Powell (Milwaukie to Foster Rd)</td>
<td>15</td>
<td>739</td>
</tr>
<tr>
<td>Sandy (NE 42nd to NE 82nd)</td>
<td>15</td>
<td>810</td>
</tr>
<tr>
<td>Lombard (Chautauqua to MLK)</td>
<td>12</td>
<td>1012</td>
</tr>
<tr>
<td>SE 82nd Ave (Burnside to Holgate)</td>
<td>11</td>
<td>1056</td>
</tr>
</tbody>
</table>

Table 2: Quantity of crossings and distance between crossings on similar corridors.

Action: Improve existing crossings to provide safer and more convenient pedestrian access.

Many existing crossings are not designed for pedestrians, requiring people to go out of their way or risk their safety to cross the street. We propose several specific improvements:

Add third crosswalks to the Peninsular and Greeley intersections so pedestrians are not forced to make a two-step crossing. While this would impact traffic flow between Peninsular and Greeley, it would also provide a safer crossing for pedestrians trying to reach their destinations and make the area a more walkable business district.

Safe pedestrian crossings could include one or more of the following treatments:

<table>
<thead>
<tr>
<th>Treatment</th>
<th>Cost</th>
<th>Safety</th>
</tr>
</thead>
<tbody>
<tr>
<td>High-Visibility Crosswalks</td>
<td>$</td>
<td>1</td>
</tr>
<tr>
<td>Advance Stop Lines and Signage</td>
<td>$</td>
<td>1</td>
</tr>
<tr>
<td>Curb Extensions</td>
<td>$$</td>
<td>3</td>
</tr>
<tr>
<td>Median Islands</td>
<td>$$</td>
<td>3</td>
</tr>
<tr>
<td>Rapid Flash Beacons</td>
<td>$$</td>
<td>3</td>
</tr>
</tbody>
</table>

- **High-Visibility Crosswalks** are highly visible to motorists compared to parallel lines.
- **Advance Stop Lines and Signage** remind motorists that they are required to stop for pedestrians.
- **Curb Extensions** improve safety by making pedestrians more visible to motorists and by reducing crossing distance.
- **Median Islands** improve safety by reducing crossing distance and providing a pedestrian refuge in the center of the street.
- **Rapid Flash Beacons** are pedestrian-activated beacons that use an irregular flashing pattern to signal that a pedestrian is crossing. They are a very effective way to get motorists to stop for pedestrians, with yield rates of 80-90% reported in a variety of studies. They are also cost-effective compared to a full traffic signal, since they are free-standing and can run on solar power.
To address traffic concerns, signals at these crosswalks could be designed to only activate when pedestrians are present. The extra crosswalk at Greeley may be challenging and unsafe with the current wide curb radius, so this effort should be concurrent with building out the curb (see Public Spaces section) or installing a mountable curb at this location.

Work with ODOT, PBOT, and TriMet to make improvements at the Interstate intersection to give transit riders better and safer access to the Lombard Transit Center. The very high degree of pedestrian activity, combined with high levels of traffic and transit service, demand changes to this busy intersection. Changes could include leading pedestrian intervals or right-turn restrictions, though it is important to ensure that any changes do not lead to major increases in vehicle delay. One change that could reduce conflicts while also improving transit service would be to build a bus pull-out for eastbound buses at the transit center, so that buses would no longer get stuck behind cars or vice versa. This would require acquisition of property on the SW corner, but would provide substantial benefits.

Add an at-grade enhanced crossing of the I-5 southbound on-ramp. While a crossing does exist in the form of a spiral overpass, its steepness and length deters many pedestrians from actually using it. Crossings should be located whenever possible to accommodate direct travel, so an at-grade crossing would be more appropriate if designed correctly.

**Action:** Improve the quality of sidewalks and add curb ramps at corners to improve accessibility.

Many sidewalks along Lombard are in poor condition and most corners lack proper curb ramps. The intersection of Interstate & Lombard is the only place in the corridor that has ADA-compliant curb ramps. Sidewalks should be repaired on a regular basis and ADA curb ramps should be installed at every intersection to create a safer, more accessible, and more pleasant pedestrian experience.

“I’d like to be able to cross the street without fearing for my life and to be able to cross the highway at I-5 without being confused or terrified.”
Focus on I-5 Crossing

With a sidewalk only provided on the south side of Lombard, people too often find themselves on the north side with no safe way to cross without backtracking several blocks. New crossings at Montana and Mississippi would provide a safe way for pedestrians to access the south-side sidewalk across I-5.

The sidewalk across I-5 is narrow and there is no buffer from freeway traffic below. A wider sidewalk and a better fence would provide a more pleasant experience while crossing the freeway and would allow pedestrians and bicyclists to pass each other comfortably.

A spiral overpass is meant to provide a safe pedestrian crossing of the on-ramp, but many people avoid using it because it is too long and too steep to be practical. A crosswalk with Rapid Flash Beacons would provide a safe, direct way to cross the on-ramp, while the overpass could be retained as an alternative or repurposed.

Signs would inform pedestrians that the north side of Lombard is unsafe and that they should use the nearest crosswalk.

Before:

After:
The pedestrian crossing of the I-5 southbound on-ramp has been re-imagined with a new sidewalk, a marked crosswalk, and rapid flash beacons.
Implementation Guide

Crossings

The process for installing new crosswalks starts with the community expressing a desire for them in specific locations. The recommended locations provided in this guidebook (which were vetted at the Lombard Re-Imagined open house) should be reviewed by community groups, modified as deemed appropriate, and submitted to contacts established in the Oregon Department of Transportation (ODOT) Transportation Development Division. It would also be helpful to bring the need for new crossings to the attention of the Portland Bureau of Transportation (PBOT). Often new crossings on state-owned facilities within city limits are city/state partnerships, with both agencies contributing funding and/or staff time to make changes happen.

In established the need for new marked crossings, ODOT considers existing and latent pedestrian demand, taking into account current pedestrian counts and crossing behavior as well as nearby destinations like schools and parks. The community’s role is to advocate for new crossings and let ODOT know where people find it dangerous and difficult to cross Lombard and I-5. The community should advocate for crossings by emphasizing the greater vision for Lombard in terms of better pedestrian access and business vitality, but it should primarily emphasize safety since that is a central mission of ODOT. One way residents can get directly involved in helping collect data and find solutions is to utilize a PBOT program in which citizens may conduct pedestrian and bike counts and submit them to the city—while ODOT would still have to do its own analysis, this would be a great way to show where needs exist.

A major concern for ODOT is that marked crossings must be safely located and designed. All enhanced crossing treatments like marked crosswalks and Rapid Flash Beacons must be approved by the State Traffic Engineer and must take into account state and federal guidelines regarding what treatments are appropriate for this kind of street. An enhanced crossing treatment that works at one location may not work in another due to factors like traffic speed, volume, and road geometry. The proposed enhanced crossings around I-5, in particular, may be challenging due to the turning movements of cars using the interchange. These challenges should not be a reason for continued inaction, but rather present an opportunity for the community to work with ODOT to find context-sensitive solutions.

TriMet can also be an important partner in crossings projects where they relate to transit access. Most people who ride the bus from a certain stop return to the stop across the street, highlighting the need for a safe crossing between them. The community should work with the Active Transportation Coordinator at TriMet to improve this situation. TriMet should also be contacted about the need for a bus pull-out for eastbound buses at the Lombard Transit Center. This may be a long-term effort because it would require property acquisition on the SW corner, but the conversation should begin right away.
Another potential resource for installing crossings is the Portland Safe Routes to School program, managed through PBOT's Active Transportation Group. This program has funding devoted to improving pedestrian crossings to provide safer school access. Considering the presence of several schools to the north and south of Lombard in this stretch, this could be an effective strategy that benefits both schoolchildren and others who cross Lombard. The community should reach out to PBOT and local elected officials to highlight the need for safe routes to school and work on securing funding.

Sidewalks and Curb Ramps

Although Lombard Street is owned by the state curb-to-curb, the city owns the sidewalk right-of-way and is responsible for curb ramps. Every year, the City of Portland upgrades 700-1000 corners throughout the city with new ADA-compliant curb ramps as part of an effort to eventually achieve full compliance at all intersections. PBOT's Active Transportation Group is responsible for deciding which corners will receive this work each year, and they have developed a set of criteria to determine priorities.

The very highest priorities are to address requests made by individuals who use mobility devices and to address corners that are hazardous or act as barriers. People who use mobility devices can make a request through the Ramps by Request Program. In these cases, curb ramps are built specifically to allow these individuals to access their home, work, services, and transit. Hazardous corners can be reported by any citizen, and are defined as corners that pose trip and fall hazards or act as barriers to safe passage by people using mobility devices.

The Lombard community should undertake to document how the street fits in to these priorities and make the case to PBOT that the corridor needs to be prioritized for curb ramps. Based on the Existing Conditions research done for this report, it appears that Lombard would qualify based on all these factors. Many corners on Lombard may qualify as hazards or barriers according to PBOT standards, so neighbors should make an inventory of corners and make the case that fixes are needed. The community should also provide information to people with disabilities so they know they can request improvements from the city and that their needs are the highest priority for this program.

Sidewalk maintenance is generally the responsibility of the adjacent property owner. PBOT can perform the maintenance work, but they will charge the landowner for it. The community should approach owners of property where sidewalks are in poor condition and press them to maintain their sidewalks. Even though it can be expensive, it is part of being a good neighborhood citizen in the same way that everyone is expected to maintain their adjacent planting strip. In many cases maintenance does not need to involve a full re-build of the sidewalk, but rather grinding down dangerous trip hazards and sealing cracks.

For a full list of programs, agencies, and contacts please refer to the Implementation Contact Table in Appendix A.
Bike Network Improvements

City of Portland Bicycle Routes
* Proposed routes shown in bold

- Bike Lane
- Neighborhood Greenway
- Shared Roadway
- Buffered Bike Lane
- Shared Roadway with Wider Lane

Map of bike routes in Portland, Oregon, including proposed routes shown in bold.
Bicycle Access

The Bike Network Improvements map shows proposed improvements to the bicycle route network surrounding the Lombard corridor. These were chosen based on community concerns and suggestions, discussions with city staff, and the Portland Bike Plan.

Strategy: Improve bicycle access, safety, and connectivity throughout the corridor

The area around Lombard has a number of gaps in the bicycle network that neighbors have identified as factors that make it challenging to travel by bicycle. Crossing Lombard is difficult and the existing parallel bike routes are discontinuous. Access to Lombard businesses is difficult due to a lack of bike parking. Improvements are needed to create a more welcoming and safe environment for bicyclists of all ages traveling throughout the corridor.

Action: Complete gaps in the bicycle network surrounding the Lombard corridor

The Piedmont and Peninsular-Greeley areas lack north-south bike routes, and I-5 creates a barrier to east-west travel along streets parallel to Lombard. Gaps can be filled through the following projects:

- Extend the Terry Street Neighborhood Greenway across the freeway and through the Piedmont area by installing a bicycle/pedestrian overpass of I-5.
- Install bike lanes on Peninsular to provide direct access from the north to the Peninsular-Greeley Business District, and build a new Neighborhood Greenway on Villard (extending from Willamette Blvd) to provide access from the south.
- To the east of I-5, the Michigan Neighborhood Greenway should be extended north on Mississippi from Bryant to Terry, which would require a new crossing at Lombard.
- To the west of I-5, Montana should be converted to a Neighborhood Greenway from Rosa Parks to Terry. Montana already has speed humps, but this Greenway would require a route through the Fred Meyer parking lot as well as a new crossing at Lombard.

“I would love to walk and bike more safely with my children.”
What is a Neighborhood Greenway?

A Neighborhood Greenway is a low-traffic, low-speed street where bicycles and pedestrians take priority, and are meant to be comfortable for people of all ages. The City of Portland is working on building an extensive network of Neighborhood Greenways to connect neighborhoods with low-stress bike routes. Typical treatments include sharrows, way-finding signs, speed humps, 20mph speed limits, and traffic diverters.

Action: Increase bike parking at businesses to improve access.

Neighbors have noted that they want to be able to bike to businesses on Lombard but that parking is often hard to find. New development is required to provide bike parking, but existing businesses often fail to do so. By providing bike parking on the adjacent sidewalk and on their own property, businesses send the message that they value and welcome all their customers regardless of how they choose to get around. People traveling by bike will find it easy and convenient to patronize businesses that offer this accommodation.
Action: Improve the existing bicycle network to increase access to Lombard and provide high-quality parallel routes.

While some bicycle routes exist in the area, many are not marked or improved in any way. Delaware and Chautauqua are examples of Shared Roadways that could be upgraded to Neighborhood Greenways. Bicyclists would also benefit from more direct access to the I-5 crossings at both Lombard and Bryant Street, accomplished through better way-finding and better crossings at Interstate & Bryant and Lombard & Montana.

Action: Improve bicycle crossings with bicycle-activated signals and other treatments.

Many bicycle routes cross Lombard, but there is often no safe way to cross the street during heavy traffic. Some crossings, like those at Delaware and Fenwick, have pedestrian-activated signals but have no way for bikes to trigger the signal. Bicyclist-activated push-buttons or loop detectors should be installed at both Delaware and Fenwick to allow bicyclists to trigger the signal and safely cross Lombard.

When northbound cyclists on the Concord Neighborhood Greenway reach Lombard, there is no way for them to safely cross and continue over to the Fenwick Neighborhood Greenway. A new bike-activated signal would allow safe crossing movements. As an alternative, a raised cycle track with signage on the south side of Lombard could direct bikes for a half-block to access the Fenwick crossing.
Network-level changes such as these will require close coordination with the Portland Bureau of Transportation (PBOT). The community should determine which recommendations they wish to prioritize and contact the Active Transportation Group to arrange a meeting. Community members should discuss their priority projects and why those are the most important.

The city is more likely to prioritize projects when it sees there is strong community support and demand for changes. The community should organize a coordinated letter-writing campaign to demonstrate support for the proposed projects. Petitions, individual e-mails, and hand-written letters of support should be sent to the Mayor, members of City Council, the Director of PBOT, and coordinators of the Active Transportation Group. Letters from business owners and property owners should be especially encouraged. In addition, neighborhood schools can play a special role in this process by advocating through the City’s Safe Routes to School program for the bicycle route upgrades that are needed to provide safe travel for their students.
A new bike and pedestrian crossing over I-5 at Terry would require a high amount of funding and will require strong political and community support. Improvements like this are often funded through state or federal grant programs. The community should work with PBOT to identify available funding sources and assist in applying for grants.

**Bike Parking**

The City of Portland operates two programs that can help businesses meet the need for bicycle parking. Simple “staple” bike racks, which can accommodate two bikes at a time, can be installed for free in the right-of-way in front of a business that requests one as long as the area meets some basic minimum requirements and does not block pedestrian traffic. Requests can be made to the city either over the phone, by submitting an online request form, or by sending an e-mail request.

For areas with greater bike parking demand (i.e., if a business owner reports regularly observing 10 customer bikes parked in the vicinity of their store), a business owner can request the installation of an on-street bike corral. These corrals, which consist of a parallel array of staple racks, accommodate up to 12 bikes in the space of a single on-street car parking spaces. A business owner can submit an On-Street Bike Parking application form to PBOT. Approval of a request requires demonstrated parking demand, the support of adjacent business owners on the street, and a maintenance agreement with the adjacent property owner. Corrals are also possible on the sidewalk where significant space is available.

For a full list of programs, agencies, and contacts please refer to the Implementation Contact Table in Appendix A.
Transit Improvements

Strategy: Improve transit stops and stations to provide safe and comfortable waiting areas.

Neighbors have indicated a need for better transit stops along Lombard. Many bus stops are inadequate and poorly maintained, and the Lombard Transit Center presents safety concerns. Improvements to stops and stations would provide a strong benefit to transit riders, businesses, and residents.

Action: Ensure that all stops are paved to meet accessibility guidelines.

Some bus stops on Lombard are sub-standard, lacking the concrete platforms that allow people using wheelchairs to easily board a bus. Platforms also give people a place to wait for the bus outside the sidewalk and prevent the formation of muddy patches in the planting strip. Fixing these deficiencies should be a top priority for TriMet and the neighborhood. Bus stops in need of paved landing pads can be found at Delaware, Omaha, and Rodney.
**Action: Install new bus shelters at high-ridership locations.**

Many bus stops on Lombard have high ridership, yet lack a shelter to protect riders from the elements. TriMet guidelines say that shelters are preferred for stops with 50 or more riders per day. Neighbors should work with TriMet to address this problem over the coming years. Businesses can also build and/or provide space for shelters where sidewalk space is constrained. Specific stops that likely qualify for shelters are located at Burrage, Mississippi, Albina, Vancouver, and MLK Jr.

**Action: Ensure that shelters have trash cans, lighting, seating, information, and regular maintenance.**

Most bus shelters on Lombard lack basic amenities and are not regularly maintained, resulting in a poor waiting environment and an unattractive appearance. A bus shelter should ideally provide basic amenities like seating, lighting, and trash cans that are regularly maintained. Maps, schedules, and even real-time arrival signs further enhance the shelter.

**Action: Improve maintenance, lighting, and security at the Lombard Transit Center.**

Neighborhood residents have identified the Lombard Transit Center as a top priority for improvements due to safety and livability concerns. Better maintenance and lighting can improve the attractiveness and feeling of safety at the bus stops and light rail stations. Improved security, in the form of cameras and/or personnel, would cut down on illicit activity and allow people to feel more comfortable riding transit.

“I would love it if transit users could refer to the Interstate & Lombard intersection as the BEST transit hub in town”
Implementation Guide

Stop Amenities

Bus stop amenities are managed through TriMet’s Capital Projects Division. The first step in getting transit stop improvements is for the Lombard community to reach out to TriMet requesting these improvements, with as much information as possible provided regarding the level of need. This will start a process by which TriMet staff can study the area and assess whether they are able to make improvements.

Unfortunately, TriMet has limited funding for shelters and other amenities in its capital budget, and resources for both installation and maintenance have been shrinking in recent years. In particular, emptying trash cans on a regular basis is expensive and challenging for the agency to manage. To address this issue, TriMet has an “Adopt-a-Stop” program that allows a business, faith-based organization, institution, or community group to agree to maintain a trash can in exchange for TriMet providing one at a shelter. This program provides a great way for the community to make an active contribution to reducing litter and ensuring a better transit experience.

TriMet also allows land-owners and businesses to build and maintain transit shelters or seating built on private property adjacent to the street, and provides guidelines for these facilities. The community should work with businesses and land-owners to encourage them to do so as a way to be a good citizen and provide an amenity to customers and tenants using transit. Construction of these facilities can often be easily incorporated into landscaping, renovation, or redevelopment projects.

Lombard Transit Center

The community should contact TriMet staff in the Capital Projects Division to request improvements to the Lombard Transit Center. While the facility is not old enough to merit major improvements, the community can make reasonable requests regarding landscaping, lighting, and maintenance. As noted above, adjacent businesses or community groups can volunteer to assist in maintenance.

To address security, the community should also contact the Transit Police Division, which is a division of the Portland Police Bureau in charge of patrolling transit stations and vehicles. The neighborhood can request more frequent patrols in the station area to dissuade illegal activity. Security cameras, according to TriMet, will be installed at all MAX stations by the end of 2013. The community should check to make sure this installation is happening and work with TriMet to ensure proper placement. Cameras should also be considered for the bus stops at the Lombard Transit Center.
This shelter is a great example of how a private landowner can partner with Trimet to build a beautiful and useful community amenity.

For a full list of programs, agencies, and contacts please refer to the Implementation Contact Table in Appendix A.
Greenery Improvements

Chautauqua to Delaware

Boston to Mississippi

Albina to Martin L King Jr

Street Tree Planting Opportunity Sites

- Existing Street Trees
- Tree Planting Opportunity Site

Existing Street Trees

Tree Planting Opportunity Site
Trees & Greenery

The Greenery Improvements map on shows the current tree coverage along Lombard and the tax lots that have the potential for more trees to be planted.

**Strategy:** Increase tree coverage, greenery, and landscaping throughout the corridor.

Trees and greenery add beauty to the streetscape, provide shade for walkers, and create a buffer from traffic and parking. There is considerable space and opportunity to increase greenery along Lombard, especially in business areas currently dominated by pavement.

**Action:** Conduct tree plantings along Lombard and adjacent side streets.

Increasing tree canopy was one of the highest priorities cited by neighborhood residents. As shown in the Greenery Improvements Map there is considerable potential for more trees along Lombard. A tree planting campaign, targeted toward the areas and properties most deficient in tree cover, would provide a huge benefit to the pedestrian environment and quality of life along the corridor.
Action: Add landscaping around surface parking lots and gas stations.

Many residents feel that the high number of surface parking lots contributes to an unattractive and unsafe environment while walking on Lombard. Parking lots built up against the sidewalk create an unpleasant pedestrian environment because it creates an expanse of pavement. Creative landscaping can provide a more attractive streetscape and separates people from parking.

Action: Remove unnecessary pavement to create space for a planting strip or bioswale.

Neighbors feel the sidewalk zone is over-paved and that a green buffer between pedestrians and traffic would make the walking environment feel more comfortable. Extra pavement between sidewalks and the street (including unneeded driveways) can be de-paved and replaced with grass or plants. Property owners can also apply to have bioswales installed by the City of Portland Green Streets program.
Action: Add stand-up planters in business districts.

Community members indicated that flowers and greenery would improve the look and feel of the business district and that consistent features would help create a cohesive look for the corridor. A consistent style of planter used in commercial areas would create a distinctive look. Large planters also create a visual buffer from traffic and can support small trees, providing a low-cost alternative to full de-paving and tree planting.

“I’d like to see Lombard with slower traffic, and updated with a small-town downtown feel. Graffiti removal, tree plantings and landscaping, and better lighting would all contribute to that.”
The gas station at the corner of Lombard & Interstate has been re-imagined with trees, landscaping, and a wall to provide a buffer for pedestrians.
Implementation Guide

Tree Plantings

The City of Portland’s Urban Forestry Department, in partnership with Portland Parks & Recreation and Friends of Trees, can work with the neighborhood to conduct a corridor tree planting along Lombard and the first block of side streets off of the arterial.

City staff members have indicated their interest in working with Lombard neighborhoods. Since street trees help the City achieve many of its environmental and equity goals, property owners who are willing to accept a new street tree may be eligible for discounted or free trees, free planting, and free watering/maintenance for the first two years.

Since trees are only planted with the permission of the adjacent property owner, a successful City tree planting event would require interest from a significant number of Lombard neighbors with street frontage. The neighborhood can help by contacting residents and business owners on the street, talking to them about the neighborhood benefits of street trees, and asking them if they would be willing to accept a tree.

One of the most common reasons for a property owner refusing a free street tree is uncertainty about maintenance. Neighborhood volunteers could offer assistance as a way to mitigate this uncertainty, perhaps by organizing tree maintenance volunteer days.

Landscaping

Property owners can hire private contractors or partner with non-profit groups like Depave to remove unnecessary pavement around parking lots and install gardens, shrubs, or other greenery. Guidance for landscaping around parking lots, including current city standards for new development, can be found in the Portland Zoning Code. Funding possibilities for projects could include storefront improvement grants from the Portland Development Commission as well as community fund-raising.

Interested property owners should contact the Bureau of Development Services prior to conducting projects to determine if permits are required. Since unpaved surfaces provide area for storm-water infiltration, property owners who opt to de-pave portions of their property and install bioswales may be eligible for discounts on their storm-water bill.
Depaving

Property owners wishing to remove concrete and create a parking strip from the right-of-way in front of their home or business should contact the City of Portland Bureau of Environmental Services for assistance. Adjacent squares of concrete may be removed during a City-sponsored tree planting event and a greatly reduced cost. Property owners should take advantage of the available costs savings to create planting strips between street trees and maximize available green space. With the permission of the property owner, bioswales can be installed to better process storm-water runoff. Depave is an organization that works with community groups to remove excess pavement.

Stand-up Planters

A Business Association or group of interested business owners should coordinate to choose a coordinated planter style to create a consistent look throughout the commercial area and establish a sense of style for the area. Business Association membership dues could be used to finance purchase and maintenance of planters, or individual business owners could assume responsibility for costs and upkeep. A Business Improvement District is another way to raise funds for such improvements, through a property tax increment that is re-invested in the business district.

For a full list of programs, agencies, and contacts please refer to the Implementation Contact Table in Appendix A.
Place-Making

Strategy: Showcase the history, character, and identity of Lombard and adjacent neighborhoods.

Residents have emphasized the need for more acknowledgement and celebration of the history and culture of the Lombard area. Streetscape elements can help acknowledge that history and establish a sense of place in an area that currently lacks a strong identity.

Action: Activate blank walls with mural art.

Many neighbors would like to see public art to create visual appeal and enhance the many blank building walls that face Lombard. Local artists could work with neighborhoods and businesses to create attractive murals that showcase and celebrate the neighborhood. Notable blank walls on Lombard that provide excellent mural opportunities: Mock Crest Grocery, Walgreens, Farmer’s Barn.
Action: Install decorative lighting that reflects the history of the area.

Historic light fixtures from the Mocks Crest neighborhood are an example of how pedestrian amenities can also highlight the history of the area. They could serve as inspiration for similar lamps along Lombard that could evoke the streetcar era or other historical periods.

Case Study

In May 2013 the St. Johns neighborhood unveiled a mural that celebrates the history and culture of the area. Designed by renowned artist Carson Ellis and installed in panels on the side of a Grocery Outlet store at the edge of St. Johns, the mural was funded through the Public Art Murals grant program of the Portland Regional Arts & Culture Council. It was a collaborative effort between the St. Johns Neighborhood Association and the developer of the Grocery Outlet, originally undertaken with the goal of graffiti abatement. Planning for the mural led to an even larger plan to install public art on all three corners of that intersection, welcoming people as they enter St. Johns.
Action: Install gateway signs, banners, or arches at key locations.

Arbor Lodge, Kenton, and Piedmont residents are proud of their neighborhoods and have said they want people traveling on and around Lombard to know which neighborhood they are in. Gateways help to announce where surrounding neighborhoods are located and establish a sense of place. Sidewalk archways, such as those in Laurelhurst, could work well on Lombard to welcome people to the area. Gateway signs, often integrated with businesses, are another low-cost option. Flags along the corridor are another great way to display neighborhood names or themes.

Some notable locations where gateway signs could be installed:

- The unattractive bollards at Peninsular and at Greeley could be replaced with neighborhood welcome signs for Kenton and Arbor Lodge, or they could say “Peninsular” and “Greeley” to help give the business district its own identity.
- The unused space at Denver could be home to large, attractive neighborhood gateway signs welcoming people to Kenton and Arbor Lodge as they cross the boundary between neighborhoods.
- Chautauqua and MLK are also good opportunities for gateway treatments to help establish a sense of place on the Lombard corridor.
The intersection of Greeley & Lombard has been re-imagined with murals and a neighborhood gateway sign.
Implementation Guide

Murals

There are two main programs that the community can utilize to help install public murals: the City of Portland Bureau of Development Services' Original Art Mural program and the Public Art Mural Program of the Regional Arts & Culture Council (RACC). It is recommended that the community pursue the RACC option, since murals approved through this program are protected as a permanent part of the City’s public art collection. RACC also provides funding up to $10,000 for murals and stipends for youth with an emphasis on supporting artists from diverse backgrounds, which could be an incentive to support local artists that can reflect and represent the diversity of the neighborhood.

Gateways & Lighting

The business association and or neighborhood association can work together to identify where a gateways are appropriate to welcome both visitors and locals to the area. A Business Improvement District or Business Association could get together to raise funds or write grants for to pay for these amenities. Organizations such as Venture Portland and PDC have grants that can help pay for these treatments. The Metro North Portland Enhancement grant program is also potential a source of funds to plan for planning and installation of gateways and street lights. Businesses are also often willing to install gateway signs as part of their own signage.

For a full list of programs, agencies, and contacts please refer to the Implementation Contact Table in Appendix A.
Streetscape Amenities

Strategy: Provide basic amenities for pedestrian comfort and convenience.

“Accessories make the outfit,” as one neighbor from Celebration Tabernacle Church told us. Streetscape amenities create the look and feel of a place with character and style where people would go out of their way to be.

Action: Install benches and other street furniture.

Benches provide a social gathering place.

Benches give people places to rest and can be community gathering places. Places to rest are especially important for older adults and people traveling with small children. Many people indicated a desire for more public gathering places and areas to meet their neighbors.

Action: Install trash cans and ensure regular maintenance.

Trash cans can be decorative and help keep the street clean.

Trash cans can be decorative and help keep the street clean.

Business owners have said it is difficult to keep sidewalks clean without adequate trash receptacles, and neighbors have cited the amount of litter as a major problem all along Lombard. Currently available trash cans are few and poorly maintained. More trash receptacles – and a plan to maintain them – are needed to combat litter and keep Lombard clean.
Action: Install pedestrian-scale lighting for greater safety and visibility.

Neighbors have emphasized the need for more pedestrian lighting to increase safety and provide a sense of personal security at night. Pedestrian lights can be freestanding, attached to streetlight poles, or installed as part of a storefront improvement. Christmas tree lighting was also identified as preferred low-cost option.

“I’d like to see Lombard as a destination. A place that people want to go to meet friends, eat, drink, and shop.”
Implementation Guide

The consistent installation of streetscape amenities such as benches, trash cans, and lighting will require coordination and funding that is above what any single business owner could pay. Funding for these amenities could come from member dues from a Lombard Business Association, if one were to form. Since this section of Lombard is within the Interstate Corridor Urban Renewal Area (ICURA), it may be eligible for various grants and support through the programs of the Portland Development Commission (PDC).

Property and business owners on Lombard could also explore the idea of forming a Business Improvement District (BID). A BID is a partnership in which all members make a regular financial contribution to fund improvements (such as benches and planters) and maintenance (such as a regular trash collection service). BIDs provide a steady source of funding for the streetscape improvements that ultimately improve the look, feel, and image of the commercial district. The PDC could provide guidance on whether this would be a good option for Lombard given current business conditions on the street.

Metro’s North Portland Enhancement grant program, dedicated to building capacity for organizations to strengthen programs and services to North Portlanders, is a great opportunity for Lombard neighbors to undertake some of these streetscape improvements. One of the stated goals of the grant is to “improve the safety,
appearance or cleanliness of neighborhoods.” Winning applicants will receive $35,000-$50,000 to support their project. Many of these recommended streetscape projects could be excellent candidates for one of these grants as well as opportunities for a newly-formed Friends of Lombard or Lombard Business Association to build capacity and grow as an organization. A letter of interest describing how an Enhancement Grant would help a group build capacity and better serve the needs of North Portland residents is due on September 13, 2013. Neighbors should consult the Program Manager to discuss project ideas as soon as possible.

For a full list of programs, agencies, and contacts please refer to the Implementation Contact Table in Appendix A.
Public Spaces

Strategy: Create new green spaces and public gathering areas where neighbors can meet, socialize, and play.

Many people in the community have noted a lack of public spaces that provide venues for socializing and recreation. Dedicated “people spaces” create opportunities for the formal and informal meetings that create a sense of community and provide much-needed places for play. Under-utilized areas along Lombard can be retrofitted or adapted to accommodate new social uses, creating destinations in the neighborhood where people can exercise, play, barbecue, or simply pause to people-watch and enjoy the day.

Action: Expand public access to the De La Salle Field and develop the property with more active recreational uses.

The open field at the NW corner of Interstate and Lombard is almost entirely closed off to public access by an unattractive chain-link fence despite the availability of the field for public use outside of school hours. The few users who realize they have access often use the field as a de facto off-leash dog park, creating conflicts with the school as well as limiting recreational opportunities for the neighborhood.

Community members should work with De La Salle and PPS to create defined uses for the field and add access points and gateways to the perimeter fencing with signage describing hours and terms of public use. Nighttime
illumination would improve feelings of safety at the adjacent transit center and increase useable hours of the field.

Possible ideas for the field include:

- Bark chip running trail
- Running track
- Covered shelter area for cookouts, picnics, or wet-weather sports
- Turf sports field

“It would be nice to have a walkable, safe neighborhood for my kids”
Action: Transform the traffic triangle at Denver and Greeley to a pedestrian plaza and neighborhood gateway that welcomes people to Kenton and Arbor Lodge.

The southbound right-turn lane at Denver and Lombard creates an isolated triangular island of right-of-way that could be converted to a people-oriented public space. By pulling back the corner on the pedestrian island, the need for the slip lane could be eliminated. This short roadway segment could then be closed off to through traffic and connected with the traffic island and painted triangle to create a pocket park.

Following the example of Silver Lake, Los Angeles (see Case Study), this right-of-way could be transformed into a small but vibrant pocket park that incorporates art, color, and greenery into the Lombard streetscape. Large planters can be used to block off car traffic. Painting the street can have a transformative effect on the look and feel of a space for very low cost. Inexpensive materials such moveable benches, tables, and umbrellas can be used to transform the asphalt and concrete into a bright spot that pedestrians can enjoy, whether stopping to rest and engage with the space or simply passing through.

Case Study

In 2012, a community group in Silver Lake, Los Angeles, closed off a right-hand turn lane and converted the resulting roadway and traffic triangle into an 11,000-square-foot pedestrian plaza. By painting the asphalt in bright, decorative colors and using simple materials like moveable tables and chairs, what was once a dangerous and unattractive traffic island became a safe community space that regularly hosts a small market and events on the weekends. This park space was created for less than $25,000 using non-permanent materials.
Action: Repurpose the I-5 pedestrian overpass to make it a community asset.

The spiraling I-5 pedestrian overpass was constructed in 1963 as a way for pedestrians to safely cross the southbound I-5 on-ramp. However, due to the indirect route, the lack of visibility, trash and debris, and vagrancy issues, it is often avoided by pedestrians who perceive it as unsafe and inconvenient. The structure has also deteriorated in appearance and the landscaping around it has not been maintained, further contributing to its lack of appeal.

For these reasons, one recommendation presented at the Lombard Re-Imagined open house was the removal of this structure. Many attendees offered an alternative to removal, saying the overpass could be modified into something more interesting and exciting. Thus, in tandem with a new at-grade crossing over the I-5 on-ramp, the community should explore ideas for the structure’s repurposing.

Some ideas heard so far include converting the spiral into a decorative, vegetation-covered walkway resembling the landscaped High Line of New York City, or an art walk featuring the work of local artists or students.

Hanging planters, new landscaping, and a new paint job would be easy ways to spruce up the overpass in the short term while the community decides whether to pursue something more ambitious.
Action: Build out the corner of Lombard & Greeley to create new public space.

The wide, curved corner at Greeley is an unnecessary remnant of the streetcar era that makes pedestrian crossings more difficult and encourages fast turning movements by motorists. This is one of many examples along Lombard of wasted pavement that could be put to a much better use.

Extending the curb and sidewalk out would provide a pleasant space for people to sit, would allow space for more trees or landscaping, and would significantly shorten the crossing distance for pedestrians. Benches could give people a place to sit and relax, and bioswales could be installed to treat stormwater and provide green space.
The De La Salle field has been re-imagined with a new entrance that welcomes people to the field and serves as a pleasant entry point to the neighborhood from the Lombard Transit Center.
Implementation Guide

De La Salle Field

The field is owned by Portland Public Schools (PPS) but is on a long-term lease by De La Salle North Catholic High School. PPS is willing to consider improvements to the field, subject to their own review of the idea and on the condition that the action is fully supported by De La Salle. The community should work with De La Salle and PPS to brainstorm ideas and designs for projects and access that would be mutually beneficial for the school and for the neighborhood. A community design workshop could be a great way for neighbors to develop ideas for uses, a new gateway entrance, and landscaping for the site.

Funding for the project would be up to De La Salle and the community. However, there are several examples in Portland of schools that have successfully fundraised or been awarded athletic facilities grants and financed their new or renovated sports fields. Local sports teams, athletic apparel companies, and other organizations such as Oregon Sports Authority often offer grants or other support for funding active recreation facilities and should be contacted for availability.

The re-development of this field may also be an excellent candidate for a Community Livability Grant through the Portland Development Commission. These grants are reserved for projects within the Interstate Corridor Urban Renewal Area and are offered “for real property improvements at new or existing community facilities, in open spaces or to preserve historic or cultural community assets with the intent of benefiting the broader community.” Project requirements and the application process are available on PDC’s website.

Denver

Community members should first approach the Portland Bureau of Transportation (PBOT) Active Transportation Group with the idea for this project. If PBOT agrees to the project idea, the next step would be to work with PBOT staff to develop some site plans or general concepts. Note that the project could be tested as a pilot project for a year, giving the neighborhood and the City time to evaluate the benefits of the outcome before committing.
to a permanent change. PBOT will need to coordinate with the Oregon Department of Transportation, since Lombard Street would also be impacted.

Adjacent businesses may be willing to sponsor street furniture. Metro sells recycled paint at greatly discounted prices through its Metro Paint program. The non-profit City Repair, which has coordinated a number of intersection street paintings throughout Portland could provide advice and assist with coordinating a community street painting event.

**I-5 Overpass**

The first step towards this change should be brainstorming ideas for the structure’s re-purposing as a community. This could take place as a separate event/workshop, or simply as part of a Friends of Lombard meeting. Whatever the form, this is an opportunity for a fun and collaborative effort.

A possible funding source for such a project is Metro’s Nature in Neighborhoods grant program, which provides money for projects that improve public spaces using natural elements. For example, the program helped transform an alley in Cornelius into a green walkway, replete with trees, shrubs, benches and informational panels. Project requirements and the application process are available on Metro’s website.

Of course, the spiraling walkway is owned by the Oregon Department of Transportation (ODOT), so any modifications would need to be approved by the agency. The Friends of Lombard should present the top ideas to ODOT and approach the process collaboratively.

ODOT recently partnered with the Metro Nature in Neighborhoods program through the Greening Interstate 205 project, so there is precedent for this endeavor.

**Greeley**

Businesses at the intersection of Killingworth and Greeley worked with the Portland Bureau of Transportation to apply for and win a Community Livability Grant from the Portland Development Commission to transform an old streetcar intersection into a pleasant and inviting streetscape. This project was possible because it is in the Interstate Corridor Urban Renewal Area. Funding also came from a Transportation and Growth Management Grant to improve Killingsworth from MLK to Greeley. This example could be a good model for the community to follow to improve the intersection of Lombard and Greeley.

For a full list of programs, agencies, and contacts please refer to the Implementation Contact Table in Appendix A.
Business Districts

Strategy: Focus economic development efforts on existing commercial areas and build on their assets to create a sense of place.

Businesses are more successful when clustered together in small areas, allowing customers to walk from store to store in a single trip serving multiple purposes. They are also more successful when the area has a clear identity and businesses share common themes. We have identified three areas on Lombard that would see the most benefit from focused investment and that have the most potential to be truly vibrant business districts.

Peninsular-Greeley

The Peninsular-Greeley Business District has a wide variety of large and small businesses serving several surrounding neighborhoods. With the new Green Zebra Grocery joining Walgreens, Goodwill, several banks, a Mexican tienda, and a Halal market, this area will provide many options for groceries and daily needs. Several small storefronts remaining from the streetcar era provide small business spaces. However, the area is also dominated by auto-oriented businesses with large parking lots that often fail to engage with the sidewalk and don’t always serve neighborhood needs. A lack of trees and other pedestrian amenities make the streetscape uninviting, and many storefronts are in a state of disrepair.
Focused investments in pedestrian amenities, storefront improvements, remodeling of existing buildings, and repurposing of underutilized parking would all help this business district thrive. Property owners can work with PDC to attract desired businesses to the area, such as clothing/shoe stores, cafes, and more Hispanic businesses to complement those already in the district.

**Denver-Interstate**

The Denver-Interstate Business District contains several large retailers like Fred Meyer, Aaron’s, and Rite Aid, as well as some small businesses like Cup Café and Heavenly Donuts, but overall the district does not have a very cohesive identity or sense of place. Vacant lots, parking lots, and gas stations make the district feel disjointed, with businesses fairly isolated and far from each other.

Tree planting, pedestrian amenities, storefront improvements, and activation or redevelopment of vacant lots and parking lots would all benefit this business district. Food carts could activate empty spaces and would provide transit riders and residents with more food options while also providing opportunities for small business entrepreneurs. PDC could provide grants and loans for storefront improvements and redevelopment to create a more cohesive and attractive business corridor. Attracting small retailers and local restaurants would help achieve a better mix of businesses in the district.
Albina-Vancouver

The Albina and Vancouver Business Districts contain a mix of auto-oriented retail/services, local restaurants and bars, and auto servicing businesses. Few businesses in these areas serve the daily needs of the surrounding residential neighborhood, so many people must travel out of the area to business districts elsewhere. While one block at Albina has storefronts built up to the sidewalk, most businesses have large setbacks and parking lots that make for an unpleasant pedestrian environment.

More trees, landscaping around parking lots, and storefront improvements would all enhance these commercial areas and make them more attractive destinations for surrounding residents. A better mix of businesses serving daily needs (cafes, sit-down restaurants, corner groceries, small retail) would allow these districts to serve as vibrant neighborhood centers. Conversion of some front parking areas to outdoor seating could bring more people to the area and enhance the success of small businesses.

Action: Develop economic development and branding strategies for each Business District.

Each Business District would benefit from unique economic development and branding strategies that take into account each area’s circumstances and market conditions. Businesses should work together to identify needed improvements, work to attract businesses that complement existing ones, and market the area to surrounding neighborhoods and the city as a whole.
Action: Focus most funding for storefront improvement, streetscape amenities, and infrastructure projects in Business Districts.

Limited funding from PDC and other sources should be primarily focused on Business Districts rather than spread too thinly throughout the corridor. Even though improvements are needed all along Lombard, they will have more of an impact if they are concentrated in denser districts.

“I would like to see more pedestrian friendly businesses that have more of a community feel to them: coffee shops, restaurants, pubs, stores. Right now Lombard is full of run down buildings, gas stations and chain store pharmacies.”
Site Improvements & Redevelopment

Strategy: Improve the business environment on Lombard by encouraging site improvement and redevelopment projects.

Many storefronts along Lombard are aging and in disrepair, which leads to an unpleasant pedestrian environment and drives away customers. Some commercial buildings on Lombard are old enough to require renovation to continue providing viable commercial space. Many commercial sites sit vacant or contain underutilized surface parking lots, providing ample space for repurposing or redevelopment.

Action: Improve commercial storefronts and renovate buildings to make businesses more attractive and successful.

Improved storefronts help businesses create more attractive and pedestrian-friendly storefronts, often giving new life to struggling commercial buildings. Renovation and adaptive reuse of existing buildings can also revive business prospects by creating new spaces and adding amenities that modern businesses need. One possibility is to add seating at bars, restaurants, and cafes.
Action: Repurpose front-side parking for outdoor seating or other uses.

Food carts or patios with outdoor seating can replace parking in front of buildings. This usually attracts more customers, while also creating a more pleasant streetscape by extending the business area to the sidewalk and reducing driveway access. Parking conversion has proven to be a very effective element of creating active, pedestrian-oriented business districts.

Action: Encourage redevelopment or repurposing of vacant lots and underutilized surface parking lots.

Vacant lots and surface parking lots are good candidates for redevelopment into new commercial or mixed-use buildings. New buildings will be subject to newer zoning regulations that require smaller setbacks, more landscaping, and better access management than most buildings currently found on Lombard. They would also be required to improve the sidewalk area in front, adding amenities like street trees and bike racks. In addition to these public benefits, they would provide more modern retail/office space and more housing.

Redevelopment is very expensive, and the market may not support much full-scale redevelopment at this time. As an interim step to better activate these properties, owners can lease out empty lots or parking lots to food carts and other mobile businesses. They could also use the space to host seasonal markets or festivals. If parking lots are only used by businesses on weekdays, owners should consider alternate uses like markets on the weekends.
Opportunity

The vacant site where the KFC drive-through once stood, at Fenwick & Lombard, is an example of where food carts may be a good candidate as an alternative to redevelopment. The site is very shallow, making it difficult to redevelop into a viable commercial structure. The zoning requires a 50% minimum lot coverage, which rules out another drive-through. A line of storefronst could be built, but there would be little room behind the building for parking, loading, or trash removal. A line of food carts, on the other hand, could face the sidewalk while leaving plenty of room behind for access and utility hookups. Food carts at this location would also be close to De La Salle High School and the Lombard Transit Center, providing interesting and inexpensive food options to a large set of potential customers.
The popular Mexican restaurant Javier’s has been re-imagined with outdoor seating and planters in place of parking lot space.
Implementation Guide

Storefront Improvement

Storefront improvement grants are available from the PDC to pay for beautification and modernization of business storefronts. These grants can also be used to improve private parking lots with landscaping or café seating. These improvements are typically low-cost and easy to implement, but business owners are often unaware that assistance is available to them. Going door-to-door to speak with business and property owners to let them know about these resources is the first step in improving the appearance of commercial buildings. Applications for storefront improvements are stronger when there is an established business association and the demonstrated support of nearby property and business owners. Businesses often do not own the property, so they might need assistance negotiating with their landlord.

Food Carts

Parking areas can be leased to individual food carts or to a group of carts to form a “food cart pod.” Before doing so, property owners need to be careful to install the necessary utility hookups and amenities required by government agencies. The Portland Bureau of Development Services can work with property owners to determine the improvements and permits needed for food cart operation. Health regulations are another important consider when opening food carts. An online guide for how to open a food cart is available at www.foodcartsportland.com/2011/06/02/how-to-open-a-food-cart-in-portland/.

Redevelopment

The Commercial Property Redevelopment Loan and the Development Opportunity Services Grants are two programs available through the PDC that offer assistance to property owners interested in redevelopment. Most properties along Lombard qualify because they are in within the Interstate Corridor urban Renewal Area. By coordinating with PDC and other business development groups, the community can attract appropriate developers and businesses to the street. Work with these groups to keep a list of available property and opportunity sites and keep in touch to ensure they are appropriately marketed.
For a full list of programs, agencies, and contacts please refer to the Implementation Contact Table in Appendix A.
Plan for the Future
In all levels of public outreach, one of the most common and strongly held concerns about Lombard was that traffic on the street travels too fast and too aggressively. This creates major safety issues for all users, contributes to a noisy and unpleasant environment, and ultimately makes the corridor feel more like a highway than a place. Neighbors and businesses also expressed their desire to use more of the street space for on-street parking so people can better access businesses. To address these concerns, we propose reconfiguring the street in order to calm traffic, reduce crossing distances, improve safety, and provide more space for desired uses like parking.

**Action:** Change the lane configuration for most of the corridor from 4 lanes to 3 lanes.

A lane reconfiguration from 4 lanes to 3 lanes (one lane of travel in each direction and a center-turn lane) is a proven method to increase safety for all users. For pedestrians, crossings become much safer due to lower traffic speeds, higher visibility, and reduced crossing distance. Bicyclists also have an easier time crossing the street when there are fewer lanes of traffic. For motorists, rear-end collisions are reduced because the center lane gives left-turning cars a place to wait outside the through travel lane. Side-swipe collisions are less common due to a reduction in speeding.
and sudden lane-switching. At the same time, traffic flow can actually improve with the elimination of delay from turning vehicles.

The Federal Highway Administration recommends exploring this strategy for streets like Lombard with traffic volumes less than 20,000 per day. Furthermore, a preliminary traffic analysis using current volumes showed that this change would not cause traffic to exceed congestion standards, except eastbound approaching Interstate Ave. One option to deal with that issue would be to widen back out to 4 lanes in the Interstate Ave to I-5 segment. An eastbound bus pull-out at Interstate could also help to reduce congestion. More analysis, including a look at future projected conditions, would be needed to verify the impact of a 3-lane alternative. Ultimately, the reason for this change would be to provide a better balance between community desires for the street to be both a pedestrian-oriented place and an efficient route for through traffic, and any analysis needs to take that desired balance into account.

How to utilize the extra space from removing a lane of traffic depends on many factors regarding state policy and jurisdiction over the street. Adding on-street parking is the preferred option based on community desire and support of project goals. However, this section of Lombard is classified by the state as an Urban Business Area, where on-street parking is not considered appropriate due to high traffic speeds and volumes. This policy is in place because parallel parking can conflict with through traffic and lead to safety problems. State policy only allows additional on-street parking to state facilities within Special Transportation Areas (STAs), which this section of Lombard would not qualify for under current rules. Because of these rules, parking could only be added if one of the following occurs: Lombard is eventually designated...
Solution Approach: When Less is Better

Sample 4-Lane Roadway Section
Four-lane roads such as Rainier and Renton Avenue are designed to accommodate vehicles travelling through. Large multi-lane roads can encourage speeding, and can be hazardous places for pedestrians and vehicles.

- A left turning car must cross two lanes of on-coming vehicles.
- Left turning cars stop traffic in their lanes. Trailing cars must stop, or change lanes - causing disruption or hazards. Left turning cars must cross two lanes of on-coming traffic.

Sample 3-Lane Roadway Section

- A car turning left at the signal will not delay through traffic and crosses only one lane of oncoming traffic.
- Pedestrian crosswalks located at mid-block are shorter in the 3-lane roadway.
- A car turning left into a driveway can use the turn lane, allowing through traffic to continue.
- Through traffic operates more efficiently with turning vehicles in their own lane.
- Space gained by lane removal allows for roadside improvements.

This graphic from King County Metro shows how a three-lane configuration can improve traffic function and safety for all users.
as an STA; state policies are changed; the highway designation is changed; PBOT gains ownership of the street; or a design exception is granted.

An alternative to parking that would work with existing state policy would be to use the extra space for “green street” treatments, which can extend sidewalk space and provide space for storm-water management features like bioswales. This would provide many similar benefits such as traffic calming and providing a buffer, but would not provide the desired on-street parking and could be somewhat more expensive to construct.

Case Study

The Seattle Department of Transportation has undertaken 13 lane reconfiguration projects over the past six years in order to increase safety and economic vitality along key corridors. As one example, in 2007 Stone Way North was converted from four lanes to three (with bike lanes added in this case). Before-and-after studies showed the following impacts:

- 14% reduction in collisions
- 33% reduction in injury collisions
- Decline in speeding
- Minimal-to-no effect on traffic volumes
- No traffic diversion to neighboring streets
Action: If possible, use extra roadway space to provide more and better on-street parking.

Shared on-street parking helps businesses attract customers, allows people to park once and visit several businesses on foot, and buffers pedestrians from traffic. On-street parking is provided on the north side of Lombard in many areas, but residents and businesses say this parking is poorly marked and hazardous to use. Only 7 feet is provided for parking next to high-speed travel lanes, so people risk personal safety when they use it. Many people drive over the curb and park partially on the sidewalk or planting strip because they fear property damage. Overall, the parking is under-utilized and fails to adequately serve businesses or their customers.

Parking should be improved by clearly marking the parking zone with a painted line and signage for greater visibility. Curb extensions can be used to frame the parking zone, and discourage motorists from treating the parking lane as an extension of the travel lane. Curb extensions also provide pedestrian crossing and traffic calming benefits. More on-street parking on both sides of the street would be desirable so that businesses no longer feel so much pressure to provide their own off-street parking lots. Ultimately, none of these improvements can be made without having 8 or 9 feet for the parking zone rather than the current 7 feet, so they would have to be concurrent with a lane reconfiguration.
Other Options Considered

4-Lane design with improved on-street parking. Painted lines and curb extensions would frame parking areas.

*Reason for elimination:* Does little to support the long-term goals of Lombard and received little interest from the community.

3-Lane with bike lanes. Converting the street to three lanes (one lane in each direction and a center turn lane) with bike lanes and current on-street parking.

*Reason for elimination:* Bike lanes would need to be narrower than design standards recommend, leading to safety concerns considering Lombard's narrow on-street parking lanes and status as a freight route and frequent transit route.

3-Lane with buffered bike lane. Converting the street to three lanes (one lane in each direction and a center turn lane) with buffered bike lanes and removing all on-street parking.

*Reason for elimination:* Conversations with business owners on the project area revealed a strong desire for more and better on-street parking. This option may be a long-term possibility for the corridor if more people continue to shift from driving to other modes of transportation, leading to less reliance on parking for business success.
Implementation Guide

3-Lane Configuration

Community preference for a three-lane Lombard is evident from the feedback received through the online survey, open house, and Kenton Street Fair booth. Perhaps unsurprisingly, the largest barrier to this becoming a reality is funding. In Lombard’s case, converting the street to three lanes will require much more than a simple re-striping of the lane lines. Conversations with ODOT traffic engineers and planners revealed that due to the poor condition of the pavement in this corridor, ODOT is highly unlikely to invest in such a surface-level project when the road will need to be completely rebuilt as soon as funding is available. Thus, modifying Lombard’s lanes would need to occur in tandem with a major repair of the street.

The community’s role, therefore, should be to work toward making Lombard’s repair a priority for ODOT. Large transportation projects are generally funded through two grant programs that run on rolling cycles: the Statewide Transportation Improvement Program (STIP) and the Metropolitan Transportation Improvement Program (MTIP). The next opportunity to apply for these grants will likely be in 2015 and 2016, as the application process for the STIP closed in November 2012 and the application process for the MTIP closed in March 2013. Even so, community groups can contact state legislators and local elected officials to advocate for Lombard’s repair and ensure that their desired lane configuration is the approved design.

Involving freight representatives from the beginning of this process is very important. The approach should be collaborative and focus on mutual interests between truck drivers and neighbors of the street. A lane reconfiguration could actually be beneficial for freight traffic, by providing wider lanes and eliminating delay from left-turning vehicles, but convincing people used to the status quo will take some effort. Ultimately, the Oregon Trucking Association has a great deal of influence on state policies, so freight support of any changes to Lombard can have significant influence.

Working toward such a significant change on Lombard will take time and effort. The uncertainties of future jurisdictional control over Lombard make the situation complicated, but does not change what needs to be done now. Current efforts must focus on keeping the momentum and conversation going so that Lombard can eventually be changed to better balance all modes of transportation. Planning now for how Lombard should look in the future will help make that a reality.

Parking

If the community feels strongly that on-street parking should be added along with a lane reconfiguration, one strategy could be to make the necessary changes to designate this section of Lombard as an STA. Lombard could possibly qualify someday if the zoning and development character were to change and if traffic calming was used to lower speeds.
According to the Oregon Highway Plan:

“While STAs may include some properties that are currently developed for auto dependent uses (e.g. drive-through restaurants, gas stations, car washes), areas where the predominant land use pattern is auto-dependent uses are generally not appropriate for STA designation. STAs that include properties developed for auto-dependent uses should include planning and zoning that provide for redevelopment of the properties over time to uses consistent with STA implementation.”

This means that with the proper zoning and development changes toward a more pedestrian-oriented environment, Lombard could one day be considered an STA. The community should work with ODOT and the Portland Bureau of Planning and Sustainability to identify what changes would be necessary for STA designation.

Another strategy would be for the community to lobby their state legislators and the Oregon Transportation Commission to make reasonable changes to policies that would allow greater flexibility for urban state highways like Lombard. Current policies accommodate existing “main street” areas that contain state facilities, but make it difficult for auto-oriented areas to transition toward a more pedestrian-oriented future.

“People drive way too fast on Lombard. The lanes are too narrow. There is no parking. I have called the police on people before for speeding and extremely reckless driving. My grandkids live just a few houses off that street and it worries me. It is just too much of a thoroughfare.”

For a full list of programs, agencies, and contacts please refer to the Implementation Contact Table in Appendix A.
Zoning

Strategy: Change zoning and other development regulations to encourage more pedestrian- and neighborhood-friendly development in the future.

Neighbors have expressed a strong desire for mixed-use development with storefronts that engage with the sidewalk and locate parking behind or to the side of building. They also would like to see more local, neighborhood-serving businesses, as opposed to the fast-food chains, drive-through services, convenience stores, and gas stations that dominate much of the corridor.

Action: Work with the City of Portland to identify and implement changes to zoning regulations in Lombard’s business districts that would achieve desired outcomes.

Much of the auto-oriented development along Lombard was encouraged by the zoning regulations present at the time. While current regulations for future development are designed to encourage more pedestrian-friendly development, many areas along Lombard are still zoned in a way that could allow undesired uses and building design. The right zoning changes could lead to more positive development in the future.
Example: Change from General Commercial (CG) and Neighborhood Commercial 2 (CN2) to Storefront Commercial (CS)

One possible zoning change that could help future development better fit with community values would be to change zoning from CG and CN2 to CS in Lombard’s business districts. The community should work closely with the city, especially as the Comprehensive Plan is updated, to carefully study the potential impact of such a change.

The CG and CN2 zones encourage single-use, auto-oriented commercial development, typically surrounded by surface parking. Drive-throughs, gas stations, and front parking lots are all allowed in this zone. Many land-owners and businesses prefer these zones because they are more permissive in terms of allowed uses, but the results may not work well for the neighborhood.

The CS zone encourages mixed-use, pedestrian-oriented development with traditional retail storefronts built up to the sidewalk and office or residential on upper floors. Drive-throughs, gas stations, and front parking lots are all prohibited. This zone has worked well in many areas of Portland to encourage walkable business districts, but in some cases the more restrictive nature of the zone can discourage redevelopment.
Implementation Guide

The community should begin a conversation with BPS staff about possible zoning changes right away, while the Portland Comprehensive Plan Update is underway. While an actual zoning change would require more study and outreach, the Comprehensive Plan sets the policy framework going forward and should include language indicating the neighborhood’s long-term desire for more pedestrian-oriented development and infrastructure in the future.

As a next step, the community should work with BPS staff to initiate a study of Lombard’s commercial zones to establish whether and how that zoning should be changed to meet neighborhood goals. This study could focus on whether regulations are deterring positive redevelopment opportunities or leading to undesirable uses or urban form. BPS has a grant to study the City’s commercial zones in general and they will likely make changes to current zoning codes. It may be preferable to wait until that process is concluded before implementing zoning changes on Lombard.

Ultimately, zoning changes are always controversial and must involve broad community outreach with residents, businesses, property owners, and other stakeholders. Community members who favor a zoning change must make the case to their neighbors and involve as many voices as possible. Zoning changes must also have the support of the City Council, so it is essential to gain the support of Commissioners as well, once BPS staff has drafted a zoning change proposal.
For a full list of programs, agencies, and contacts please refer to the Implementation Contact Table in Appendix A.
Conclusion

The community vision for Lombard is clear: a functional, walkable, safe, and vibrant corridor. Working toward this vision will require collaboration between many community stakeholders, connected by a common desire to see an improved Lombard. While not every action outlined in this guidebook must be undertaken for meaningful change to happen, the recommendations were carefully developed and selected according to what would have the greatest impact.

When Lombard does begin to change, the community should do all it can to make sure that the benefits can be enjoyed by existing residents and businesses. North Portland’s history of neighborhood investment leading to
the displacement of minorities and low-income populations should serve as a cautionary tale for Lombard. The diversity on and around Lombard provides a strong foundation for its future; traditionally under-represented or marginalized groups, therefore, should be proactively included to play a central role in this process.

Ultimately, Lombard Re-Imagined is about bridging the gap between what Lombard is today and what it could be tomorrow. A corridor that has long been ignored is now becoming central to the aspirations of the community. It is critical that the Lombard community, led by the Friends of Lombard, capitalize on the momentum that has grown throughout the course of this project. Lombard’s greatest assets are its people, who are energetic, enthusiastic, and willing to work toward a common goal. Thanks to them, the community vision for Lombard will one day become a reality.
Glossary of Terms

Access Management
The system for controlling how and where people enter and exit a property through physical infrastructure like driveways.

ADA
The Americans with Disabilities Act. The ADA requires transportation infrastructure (sidewalks, transit vehicles, etc.) to include ramps and other features to make them accessible for people using wheelchairs or other mobility devices.

Adaptive Reuse
Transforming a space to be used for a different purpose than it was originally used for while keeping the basic infrastructure in place.

Auto-Oriented Business
A business that was constructed to be primarily accessed by car. Usually has multiple entry and exit points as well as ample parking.

BDS
Portland’s Bureau of Development Services. BDS is responsible for permitting construction projects and ensuring compliance with the zoning code.

Bicycle Network
The designated network of streets and paths meant for safe bicycle travel. Bike lanes, on-street markings, signage, traffic-calming elements, and/or low vehicle traffic are common elements on these routes.
**Bioswales**
Landscaping features next to the street that are meant to filter storm-water as it enters the sewer system and reduce runoff into the street.

**BPS**
Portland’s Bureau of Planning & Sustainability. Responsible for “big picture” (long-term) planning in Portland.

**BES**
Portland’s Bureau of Environmental Services. The agency responsible for storm-water management and other environmental protection services.

**Community Capacity**
The organizational and human resources available to work for positive change in the community.

**Displacement**
The process in which neighborhood investment leads to higher land values and higher rents, forcing lower-income residents and small business owners to move elsewhere.

**ICURA**
The Interstate Corridor Urban Renewal Area. This area generates special property tax revenue that goes to the PDC to support economic development in the area. The Lombard corridor is within the ICURA.

**Lombard Corridor**
For the purposes of the Lombard Re-Imagined project, this includes the road itself, sidewalks, and properties that line the street between Chautauqua Blvd and MLK Jr Blvd.

**Metro**
The Portland metropolitan area’s regional government. Responsible for regional land use and transportation planning.

**Metro 2040 Growth Concept**
The Portland region’s long-term plan for how to accommodate and support economic and population growth.
Mixed-use Development

Developments that include both residential and commercial space. For example, retail on the ground floor and apartments in the floors above.

ODOT

The Oregon Department of Transportation. ODOT is responsible for transportation projects and regulations on state highways, freeways, and many other state-owned facilities.

Oversized/Over-dimensional Freight

Semi-trucks that need special permits and travel routes because they are heavier, taller, wider, and/or longer than normal freight trucks. The Oregon Department of Transportation has specific criteria for what is designated over-dimensional.

PDC

The Portland Development Commission. PDC promotes economic development in the region by providing grants and other resources for businesses.

Pedestrian Environment

The features and characteristics of the area where people walk. A good pedestrian environment usually means quality sidewalks and crossings as well as pleasant surroundings like trees and street furniture.

Portland Comprehensive Plan

The city’s long-term plan for growth and development in order to support larger city and community goals. As opposed to the Metro 2040 Growth Concept, this plan only focuses on the city of Portland rather than the entire metropolitan region.

PBOT

The Portland Bureau of Transportation. PBOT is responsible for transportation projects and regulations on city streets and facilities.

Setbacks

The distance between a building and the property line. Setbacks are regulated by the zoning code.
Shared Roadway
A roadway that is designated as a bike route, but does not have any special markings or signage.

Street/Lane Configuration
The way the street is laid out in terms of vehicle lanes, bike lanes, shoulders, and on-street parking.

Streetcar Era
Refers to the period in the early 20th Century when streetcar lines were prolific in Portland. Many major streets follow where the streetcars went during this era.

Streetscape
The visual and aesthetic elements of a street including trees, lighting, benches, and storefronts.

Surface/Off-street Parking
Private parking lots, as opposed to public on-street parking or parking garages.

Traffic Incident
Any motor vehicle crash, no matter how minor or extreme.

Traffic Volumes
The average daily number of vehicles traveling on a street, in both directions.

Transit Center
A place where several bus and/or MAX lines meet, where riders can transfer between routes. Transit centers usually include more amenities than a typical bus stop, such as nicer shelters, electronic information signs, and public art.

TriMet
The Portland metro area’s public transportation agency.

Zoning
The government regulations that outline how properties can be developed and used. For example, zoning determines whether a lot can include residential, commercial, or industrial development.
About Swift Planning Group
The Swift Planning Group name was inspired by the Swift Meat Packing Company, which in 1906 purchased land along the Columbia Slough to build a stockyard and meat packing plant. In the early 1900’s the Swift Company acted as a catalyst for development in the area through expanding its operations, developing the Kenton neighborhood for employees, and extending the streetcar line from the city center. The initial investment of the Swift Company attracted additional industrial development to the area along the Columbia River and brought additional residential development to surrounding neighborhoods. The Swift name was chosen because of its historic role in forming the diverse, working-class, historic neighborhoods that make up North Portland.

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## Appendix A: Implementation Contact Table

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</tbody>
</table>

## Contact Table

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  - **Business Association**
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- **2. Work for Change**
  - **Pedestrian Crossings**
  - **ADA**
  - **Bicycle Access**
  - **Transit Improvements**
  - **Trees and Greenery**
  - **Depaving**

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**Appendix A:**

- **Implementation**
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<td>Relationships Manager</td>
<td>503-823-3231</td>
<td><a href="mailto:greens@pdc.us">greens@pdc.us</a></td>
</tr>
<tr>
<td>State of Oregon</td>
<td>Tina Kotek</td>
<td>District 44 Representative &amp; House Speaker</td>
<td>503-986-1200 (Capitol); 503-286-0558 (District)</td>
<td><a href="mailto:rep.tinakotek@state.or.us">rep.tinakotek@state.or.us</a></td>
</tr>
<tr>
<td>City of Portland</td>
<td>Steve Novick</td>
<td>Transportation Commissioner</td>
<td>503-823-4682</td>
<td><a href="mailto:steve.novick@portlandoregon.gov">steve.novick@portlandoregon.gov</a></td>
</tr>
<tr>
<td>Oregon Trucking Association</td>
<td>Debra Dunn</td>
<td>President</td>
<td><a href="mailto:dunn@ortrucking.org">dunn@ortrucking.org</a></td>
<td></td>
</tr>
<tr>
<td>ODOT</td>
<td>Tony Coleman</td>
<td>Region 1 Freight Mobility/Construction Liaison</td>
<td>503-731-8480; 503-880-8210 (cell)</td>
<td><a href="mailto:anthony.t.coleman@state.or.us">anthony.t.coleman@state.or.us</a></td>
</tr>
<tr>
<td>ODOT</td>
<td>Jessica Horning</td>
<td>Transit and Active Transportation Liaison</td>
<td><a href="mailto:jessica.horning@odot.state.or.us">jessica.horning@odot.state.or.us</a></td>
<td></td>
</tr>
<tr>
<td>PBOT</td>
<td>Clay Veka</td>
<td>Other PBOT High Crash Corridor Program</td>
<td>503-823-4998</td>
<td><a href="mailto:clay.veka@portlandoregon.gov">clay.veka@portlandoregon.gov</a></td>
</tr>
<tr>
<td>Bureau of Planning &amp; Sustainability</td>
<td>Barry Manning</td>
<td>Head of North Portland District Planning</td>
<td>503-823-7605</td>
<td></td>
</tr>
</tbody>
</table>
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II. Demographics and History
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IV. Land use
V. Zoning
VI. Business and Employment
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VIII. Traffic Volume and Safety
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XI. Street Cross Sections
XII. Interstate 5 Crossing
I. Context Map

The Lombard study area is a corridor running through the Kenton, Arbor Lodge, and Piedmont neighborhoods in North Portland. Throughout this Existing Conditions Report, maps will be presented that correspond to the Sections (1, 2, 3, and I-5) shown below.
II. Demographics and History

Demographics
As shown in Table 1, the demographics of the neighborhoods surrounding the project area differ from Portland as a whole in a few important ways: they are more ethnically diverse, including a higher percentage of Black and Hispanic residents; they feature a higher percentage of homeowners; and they have higher residential density.

Table 1: Selected demographics for project area and Portland

<table>
<thead>
<tr>
<th></th>
<th>Lombard Neighborhoods</th>
<th>Portland</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>26,772</td>
<td>576,543</td>
</tr>
<tr>
<td>Pop Density (ppl/sq mi)</td>
<td>7,282</td>
<td>4,247</td>
</tr>
<tr>
<td>Median Age</td>
<td>35.9</td>
<td>35.9</td>
</tr>
<tr>
<td>Average Household Size</td>
<td>2</td>
<td>2.3</td>
</tr>
<tr>
<td>Median HH Income</td>
<td>$51,723</td>
<td>$50,177</td>
</tr>
<tr>
<td>% Below Poverty</td>
<td>14%</td>
<td>17%</td>
</tr>
<tr>
<td>% Owner Occupied</td>
<td>66.8%</td>
<td>54.2%</td>
</tr>
<tr>
<td>% Unemployed</td>
<td>10.4%</td>
<td>9.4%</td>
</tr>
<tr>
<td>% White</td>
<td>69.1%</td>
<td>77.4%</td>
</tr>
<tr>
<td>% Black</td>
<td>13.5%</td>
<td>6.4%</td>
</tr>
<tr>
<td>% Hispanic</td>
<td>10.5%</td>
<td>9.2%</td>
</tr>
</tbody>
</table>

Source: 2007-2011 American Community Survey (US Census Bureau)

Travel Behavior
People in the project area use many forms of transportation for their commutes. According to Census data, driving is the dominant mode, but other modes account for 30% of trips. Lombard neighbors are somewhat more likely to bike or take transit to work than other Portlanders, but are much less likely to walk to work.

History
The area surrounding the project corridor has been (and will continue to be) shaped by its unique history. One of the earliest examples of a planned community in Portland, Piedmont was planned and promoted as exclusively a “Place of homes” in the late 1800’s. Strict development standards regulated home construction and the community became comprised of mostly upper-middle-class families1. The Arbor Lodge neighborhood was platted around the same time and took a similar form to that of Piedmont2.

A decade or so later Kenton was built as a company town for the Swift & Company meatpacking plant. This spurred the construction of several factories and the area became an important manufacturing center in the region3. In 1948, one of the most significant disasters in Portland’s history occurred in Kenton with the Vanport flood. Thousands of people, including over half the city’s African-American population, became homeless as a result4. The flood has had a lasting effect on Kenton and Portland as a whole by highlighting racial injustice and segregation in the city.

Also after World War II, the Mocks Crest subdivision was built at the western end of the Arbor Lodge neighborhood. Mocks Crest today retains much of its character from when it was originally built, highlighted by distinct lampposts, mature street trees, and post-war-style bungalows5.

---

1 Piedmont Neighborhood Association
2 Arbor Lodge Neighborhood Association
3 History of the Kenton Neighborhood
4 Oregon History Project
5 Arbor Lodge neighborhood Plan, 1993
III. Existing Plans and Policies

City of Portland Transportation System Plan

The Transportation System Plan (last updated in 2011) is the 20-year plan for transportation improvements for the City of Portland. The plan assigns classifications to all city streets and provides policy guidance for roadway improvements (see Table 2 for Lombard classifications). It also lays out goals and objectives for the transportation system as a whole and for specific areas of the city.

Relevant Policy Objectives

- Reinforce neighborhood livability and commercial activity by planning and investing in a multimodal transportation network, relieving traffic congestion through measures that reduce transportation demand, and routing non-local and industrial traffic along the edges of the residential areas.

- Encourage transit coverage and frequency improvements, as well as bus stop improvements, within the district and within commercial and employment centers.

- Develop additional east/west and north/south bicycle routes to serve commuter and recreational bicyclists and provide connections to Northeast Portland bikeways.

- Complete the sidewalk system in North Portland, including enhanced pedestrian crossings on streets with high volumes of vehicle traffic.

- Encourage the use of Columbia Boulevard as the primary route for over-dimensional truckloads while ensuring the role of N Lombard (west of Martin Luther King Jr. Blvd.) as an interim route until such time as improvements are completed that allow N Columbia to accommodate all types of over-dimensional truckloads.

City of Portland Freight Master Plan

The Freight Master Plan (2006) was developed to ensure the local transportation network can support the projected increased demand for freight movement as the city continues to grow. The purpose of the plan is to balance freight mobility needs with community impacts and other transportation modes such as bicycle, pedestrian, transit, and automobiles. The plan contains numerous policy objectives and implementation actions in support of the freight network.

City of Portland Bicycle Plan for 2030

The Bicycle Plan for 2030 (adopted in 2010) was developed to provide a list of projects and recommended actions to improve the city’s bicycle network and promote bicycling as a form of transportation. The plan calls for “safe, comfortable, and attractive bikeways that can carry more bicyclists and serve all types and all ages of users, building on the best design practices of great bicycling cities around the world.” It also provides a map of recommended bicycle facilities and strategies for implementing the proposed network.

Kenton Neighborhood Plan and Downtown Plan

The Kenton Neighborhood Plan (1993) was intended to create a vibrant, safe, thriving neighborhood that serves the needs of the community. The vision includes a strong downtown core, recognition of important neighborhood history, a thriving business district, and the creation of bicycle and pedestrian access neighborhood services and outdoor recreation opportunities. The Kenton Downtown Plan (2000) was a community initiative to revitalize the Denver St business district and plan for the light rail station at Interstate and Denver.

Arbor Lodge Neighborhood Plan

Arbor Lodge Neighborhood Plan (1993) was created to guide land use decisions and capital improvement projects within the neighborhood. The objectives of the plan are to ensure that Arbor Lodge retains its unique assortment of homes and places, continuing the development of Lombard St and Interstate Avenue as economically viable businesses centers, and to provide neighborhood residents with a network of pedestrian, bicycle, and public transportation options to access neighborhood services.

Piedmont Neighborhood Plan

The Piedmont Neighborhood Plan (1993) was adopted to create a neighborhood vision, identify neighborhood issues, and prioritize development actions within the neighborhood. The purpose of the plan was to establish a sense of community among residents while preserving the racial and economic diversity of the neighborhood, accommodate multi-family and affordable housing, increase walkability, and to showcase the neighborhoods’ parks and open space while providing increased outdoor recreation opportunities.

The St Johns/Lombard Plan

The St. Johns/Lombard Plan (2004) recommends strategies to create a more vibrant St. Johns town center and North Lombard main street area over a 20 year period. The plan includes elements to create: a small town community environment; a safe, reliable, and efficient transportation network; a diverse population with an eclectic mix of housing, commerce, and industry; increased access to employment; and increased access to the natural environment through parks and open space.
<table>
<thead>
<tr>
<th>Category</th>
<th>Classification</th>
<th>Description</th>
<th>Policies</th>
</tr>
</thead>
<tbody>
<tr>
<td>Street Design</td>
<td>Community Main Street</td>
<td>Community Main Streets are designed to accommodate motor vehicle traffic, with special features to facilitate public transportation, bicycles, and pedestrians.</td>
<td>Development consists of a mix of uses oriented to the street. Street may include up to four lanes, with on-street parking. Fewer than four vehicle lanes are typically appropriate, particularly to allow on-street parking. Consider the following: low vehicle speeds; the use of medians and curb extensions to enhance pedestrian crossings; combined driveways; on-street parking; wide sidewalks with pedestrian amenities; landscape strips and/or street trees to create a buffer between curb and sidewalk; improved pedestrian crossings; and striped bikeways or wide outside lanes.</td>
</tr>
<tr>
<td>Pedestrian</td>
<td>City Walkway</td>
<td>City Walkways are intended to provide safe, convenient, and attractive pedestrian access to activities along major streets and to recreation and institutions; provide connections between neighborhoods; and provide access to transit.</td>
<td>City Walkways should serve areas with dense zoning, commercial areas, and major destinations. Where auto-oriented land uses are allowed, site development standards should address the needs of pedestrians for access.</td>
</tr>
<tr>
<td>Bicycle</td>
<td>City Bikeway</td>
<td>City Bikeways are intended to serve the Central City, regional and town centers, station communities, and other employment, commercial, institutional, and recreational destinations.</td>
<td>Auto-oriented land uses should be discouraged. Destinations should have long-term and/or short-term bicycle parking. Consider bike lanes, wider travel lanes, bicycle boulevards, and signage for local street connections. When bike lanes are not feasible, traffic calming will be considered to allow bicyclists to share travel lanes safely with motorized traffic.</td>
</tr>
<tr>
<td>Transit</td>
<td>Major Transit Priority Street</td>
<td>Major Transit Priority Streets are intended to provide for high-quality transit service that connects the Central City and other regional and town centers and main streets.</td>
<td>Transit-oriented land uses should be encouraged and auto-oriented development should be discouraged. Provide safe and convenient access for pedestrians and bicyclists to, across, and along the street. Employ transit-preferential measures, such as signal priority and bypass lanes. Provide safe and convenient transfer points with covered waiting areas.</td>
</tr>
<tr>
<td>Freight</td>
<td>Major Truck Street</td>
<td>Major Truck Streets are intended to serve as principal routes for trucks in a Transportation District. Major Truck Streets provide truck mobility within a Transportation District and access to commercial and employment uses along the corridor.</td>
<td>Commercial and employment land uses that generate high levels of truck activity should locate along Major Truck Streets. Trucks with no trip ends within a Transportation District should be discouraged. Major Truck Streets should accommodate all truck types, as practicable.</td>
</tr>
<tr>
<td>Traffic</td>
<td>District Collector</td>
<td>District Collectors generally connect town centers, corridors, main streets, and neighborhoods to nearby regional centers and other major destinations. District Collectors serve trips that both start and end within a district.</td>
<td>Land uses that attract trips from the surrounding neighborhoods or from throughout the district should be encouraged. Regional attractors of traffic should be discouraged. Removal of on-street parking and right-of-way acquisition should be discouraged except at specific problem locations.</td>
</tr>
<tr>
<td>Emergency Response</td>
<td>Major Emergency Response</td>
<td>Major Emergency Response Streets are intended to serve primarily the longer, most direct legs of emergency response trips.</td>
<td>Design treatments should enhance mobility for emergency response vehicles by employing preferential or priority treatments.</td>
</tr>
</tbody>
</table>
IV. Land Use
Overview

Current land uses on the lots within the project area are shown on the maps to left and in Table 3 below. Most of the land (67%) is devoted to commercial use and most residential development consists of single-dwelling homes. The distribution of these uses varies by section, with the bulk of commercial uses located west of I-5 and most residential uses located east of I-5. Besides commercial and residential uses, the corridor also includes three religious institutions, one private school, and some utilities.

Much of the land is not occupied by buildings. A significant portion consists of surface parking, totaling 641,446 square feet. This is the equivalent area of more than 11 football fields, and enough for 1,800 off-street parking spaces. On-street parking, on the other hand, is only permitted on about half the total curb-space on the north side only, providing room for about 250 vehicles.

Very few vacant lots exist in the project area, but most of the land is developed at fairly low densities. Single-use, one- or two-story buildings are norm, and large setbacks further reduce the amount of space devoted to building floor-space. Unlike many other commercial corridors in Portland, Lombard contains few examples of mixed-use development.

<table>
<thead>
<tr>
<th>Table 3: Land Use Breakdown (% Total Acres)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
</tr>
<tr>
<td>Section 1</td>
</tr>
<tr>
<td>Section 2</td>
</tr>
<tr>
<td>Section 3</td>
</tr>
<tr>
<td>Lombard</td>
</tr>
<tr>
<td>Source: Metro RLIS</td>
</tr>
</tbody>
</table>

Section 1

This section is dominated by commercial buildings, mostly free-standing single-use structures surrounded by surface parking. The highest concentration of commercial use and surface parking is in the stretch from Vincent to Burrage. Most blocks have on-street parking on the north side, though there are some gaps. There are pockets of residential use, both single-family and multi-family, mostly on the western end near Chautauqua and on the eastern end near Delaware. Surround neighborhoods contain mostly single-family homes on small lots.

Section 2

This section is also dominated by commercial buildings, but they are somewhat smaller and more scattered. There is still a great deal of surface parking, and there is virtually no on-street parking available. Many lots facing Lombard in this section are very shallow, as they were originally oriented toward side streets. The area around Interstate has a number of commercial buildings and a very large amount of surface parking. A school and schoolyard are located at the NW corner, occupying the entirety of a large city block.

Section 3

This section has a very different character than the sections west of I-5. Here the majority of land is devoted to single-family homes, which line both Lombard and the surrounding streets. Commercial hubs are located around Albina and Mississippi, Vancouver, and MLK Jr. These commercial areas are similar in character to the rest of Lombard, primarily auto-oriented uses with surface parking lots. On-street parking is available on the north side of the street, but is mostly restricted to the residential areas rather than the commercial areas.
V. Zoning

![Zoning Map]

- **Residential Zones**
  - RH
  - R1
  - R2
  - R2.5
  - R5
  - EX
  - CX
  - CS
  - CG

- **Commercial/Mixed Use Zones**
  - Employment Commercial
  - Central Commercial
  - Storefront Commercial
  - General Commercial
  - Neighborhood Commercial

- **Units/acre**
  - 80-125 units/acre
  - 43 units/acre
  - 21 units/acre
  - 17 units/acre
  - 8 units/acre

- **Zoning Areas**
  - LOMBARD
  - RUSSET
  - ALBINA
  - VANCOUVER
  - STAFFORD
  - WILLIAMS
  - STAFFORD
  - MALM
  - MAP
  - ALBINA
  - VANCOUVER
  - STAFFORD
  - WILLIAMS
  - STAFFORD
  - MALM
  - MAP

- **Scale**
  - 0 125 250 500 Feet
Overview
Unlike many commercial corridors in Portland, the project area lacks consistent zoning along its length. Instead there is a patchwork of different zones that often vary from block to block. These include residential, commercial, and employment zones that allow varying levels of development intensity and allow different uses. Even though zoning is discontinuous, there are some basic patterns in the zoning.

Section 1
From Chautauqua to Emerald, Lombard is mostly zoned CN2 (Neighborhood Commercial 2), with a few blocks zoned R5 (Single-Dwelling Residential) or R1 (Multi-dwelling Residential). This area currently includes a small grocery, several medical offices, drive-through banks, surface parking, and bars, along with some single-dwelling and multi-dwelling residential.

From Emerald to Delaware, Lombard is primarily zoned CG (General Commercial) with a north-side block face near Delaware zoned R1. This part of Lombard includes the more built-up Peninsular and Greeley area (including some small streetcar-era storefronts as well as larger commercial uses with surface parking such as Walgreens and Goodwill), as well as a less-intensive stretch from Greeley to Delaware.

Section 2
From Delaware to Denver, Lombard is primarily zoned CG, with a north-side block face near Delaware zoned R1. This stretch of Lombard is a mix of low-intensity residential and commercial development, mostly office and small retail uses.

From Denver to Interstate, Lombard is primarily zoned CS (Storefront Commercial). This stretch does not currently contain any traditional storefront development, and is dominated by low-intensity commercial development with a great deal of surface parking.

Section 3
The Mississippi/Albina area is zoned CG. The area has some streetcar-era storefronts along with more auto-oriented development.

The Vancouver intersection area is zoned CN2. The intersection corners are characterized by auto-oriented retail and service development.

The MLK intersection area is zoned CG. The area contains auto-oriented development such as fast food, gas stations, and parking lots.

The residential stretches in between these nodes are zoned R2 (Multi-dwelling Residential). Currently these are all single-dwelling houses, but rowhouses and townhouses would be allowed for future development.

Parking
There are no minimum parking requirements for commercial development along Lombard because frequent transit service is available along the entire corridor. Multi-dwelling residential developments of greater than 30 units would be required to include some limited off-street parking.

Commercial Zone Descriptions
The commercial zones along Lombard differ significantly in their allowed uses and design standards. Please consult the commercial zone descriptions and Table 4 on the following page for more detail on what is allowed in the various zones.
Commercial Zone Descriptions

CN2 (Neighborhood Commercial 2): The CN2 zone is intended to allow small-scale commercial development in low-density residential areas, primarily to serve the surrounding neighborhood rather than the region.

CG (General Commercial): The CG zone is intended to allow a broad range of retail and service businesses that serve both a local and regional market. It encourages auto-accommodating development that matches the predominant character of the area.

CS (Storefront Commercial): The CS zone is intended to encourage new development to have a traditional storefront character matching existing development. The zone allows a full range of uses serving both local and regional markets, and design standards encourage mixed-use buildings of a moderate size that are built up to the sidewalk.

CX (Central Commercial) & EX (Central Employment): The CX and EX zones are designed to allow the widest range of uses at a higher level of intensity than most other zones. Development is meant to serve a regional market and serve as major employment centers.

Table 4: Zoning and Land Use

<table>
<thead>
<tr>
<th>Allowed Uses</th>
<th>Zones</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>CN2</td>
</tr>
<tr>
<td>Residential</td>
<td>Yes</td>
</tr>
<tr>
<td>Office</td>
<td>Yes</td>
</tr>
<tr>
<td>Retail</td>
<td>Yes</td>
</tr>
<tr>
<td>Gas Stations</td>
<td>Yes</td>
</tr>
<tr>
<td>Drive-throughs</td>
<td>Yes</td>
</tr>
<tr>
<td>Vehicle Repair</td>
<td>No</td>
</tr>
</tbody>
</table>

Design

<table>
<thead>
<tr>
<th>Floor Area Ratio</th>
<th>0.75 to 1</th>
<th>3 to 1</th>
<th>3 to 1</th>
<th>4 to 1</th>
<th>3 to 1</th>
</tr>
</thead>
<tbody>
<tr>
<td>Max. Height</td>
<td>30 ft.</td>
<td>45 ft.</td>
<td>45 ft.</td>
<td>75 ft.</td>
<td>65 ft.</td>
</tr>
<tr>
<td>Max. Front Setback</td>
<td>10 ft.</td>
<td>10 ft.</td>
<td>10 ft.</td>
<td>10 ft.</td>
<td>10 ft.</td>
</tr>
<tr>
<td>Building Coverage</td>
<td>Max 65%</td>
<td>Max 85%</td>
<td>Min 50%</td>
<td>No limit</td>
<td>No limit</td>
</tr>
<tr>
<td>Parking allowed between building and sidewalk?</td>
<td>Yes</td>
<td>Yes</td>
<td>No</td>
<td>No</td>
<td>No</td>
</tr>
</tbody>
</table>

Source: Portland Zoning Code
VI. Business and Employment

Lombard Street has a variety of business types including professional services (such as legal, financial, and insurance services) as well as retail and food service. While restaurants are the third most common business type on the street, only a few are full-service sit-down establishments. There are several Hispanic-owned and -operated businesses including several Hispanic food establishments. Beyond this cluster, there is no identifiable grouping of similar industries. There is a mix of corporate chain businesses and locally-owned businesses, which provides a diversity of shopping options but could also contribute to a lack of identity or cohesion on the corridor.

Lombard has several bars and taverns, but there are few all-ages gathering places like cafes or coffee shops. A large number of businesses (mostly convenience stores and fast-food restaurants) operate 24 hours a day. Most businesses are auto-oriented, with a great deal of surface parking, and many of these (mostly banks and fast food restaurants) also feature drive-through windows. While some businesses make a great effort to beautify their facades and streetscapes, many of the storefronts are aging and in disrepair.

---

Table 5: Employment demographics

<table>
<thead>
<tr>
<th>Age</th>
<th>Percent</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>29 and under</td>
<td>28%</td>
<td>507</td>
</tr>
<tr>
<td>30-54</td>
<td>54%</td>
<td>968</td>
</tr>
<tr>
<td>55+</td>
<td>18%</td>
<td>320</td>
</tr>
<tr>
<td>Total</td>
<td>100%</td>
<td>1795</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Income</th>
<th>Percent</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>$1,250/month or less</td>
<td>33%</td>
<td>587</td>
</tr>
<tr>
<td>$1,251-$3,333/month</td>
<td>42%</td>
<td>750</td>
</tr>
<tr>
<td>$3,333+/month</td>
<td>25%</td>
<td>458</td>
</tr>
<tr>
<td>Total</td>
<td>100%</td>
<td>1795</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Educational Attainment</th>
<th>Percent</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than HS</td>
<td>8%</td>
<td>135</td>
</tr>
<tr>
<td>HS</td>
<td>20%</td>
<td>356</td>
</tr>
<tr>
<td>Some college or Associates</td>
<td>25%</td>
<td>444</td>
</tr>
<tr>
<td>Bachelor's or Advanced</td>
<td>20%</td>
<td>353</td>
</tr>
<tr>
<td>Total</td>
<td>100%</td>
<td>1288</td>
</tr>
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</table>

<table>
<thead>
<tr>
<th>Race</th>
<th>Percent</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>White</td>
<td>86%</td>
<td>1537</td>
</tr>
<tr>
<td>Black/African American</td>
<td>5%</td>
<td>88</td>
</tr>
<tr>
<td>Native American</td>
<td>1%</td>
<td>22</td>
</tr>
<tr>
<td>Asian or Pacific Islander</td>
<td>6%</td>
<td>107</td>
</tr>
<tr>
<td>2 or more races</td>
<td>2%</td>
<td>41</td>
</tr>
<tr>
<td>Total</td>
<td>100%</td>
<td>1795</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Ethnicity</th>
<th>Percent</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hispanic</td>
<td>8%</td>
<td>144</td>
</tr>
<tr>
<td>Non-Hispanic</td>
<td>92%</td>
<td>1651</td>
</tr>
<tr>
<td>Total</td>
<td>100%</td>
<td>1795</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Gender</th>
<th>Percent</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td>43%</td>
<td>767</td>
</tr>
<tr>
<td>Female</td>
<td>57%</td>
<td>1028</td>
</tr>
<tr>
<td>Total</td>
<td>100%</td>
<td>1795</td>
</tr>
</tbody>
</table>

Source: PDC 2010
VII. Pedestrian Environment
Trees and Vegetation
The presence of tree cover, vegetation, and landscaping varies along Lombard Street within the study area. While most blocks are lined with street trees, many blocks in the commercial areas lack trees or landscaping. Street trees and planting strips are more prevalent in the residential sections west of Wabash and east of Albina. In 2011 the City of Portland Bureau of Environmental Services identified 627 tax lots within the study area that contained potential for street tree planting.

Sidewalks
Sidewalk conditions also vary greatly within the study area, ranging from wide sidewalks in good condition to narrow sidewalks that are cracked and worn. Sidewalk curb ramps are rare, and most of them do not meet ADA guidelines for accessibility. The large number of curb cuts and parking lots along Lombard contribute to a lack of street trees and landscaping. Most parking lots do not have a landscaped buffer between the sidewalk and parking lot, contributing to a streetscape dominated by pavement.

Large driveways with no barrier between the parking lot and the sidewalk are common on Lombard.

This block has crumbling sidewalks and lacks street trees, resulting in an unpleasant walking environment.

This dental office uses estate fencing and to create a more pleasant walking environment. Vehicle access is limited to the side street, eliminating the need for a curb cut.

This cluster of businesses uses planters to create a more inviting outdoor seating and pedestrian environment.

This building lacks active uses, but the wide sidewalk and street trees help make the street feel more welcoming.
VIII. Traffic Volume and Safety

Accidents in 2012
- 1
- 2-5
- 6-10
- 11-23
- 15,001-20,000

Traffic Stops in 2012
- 1-15
- 16-30
- 31-60
- 60-151

Average Daily Traffic
- 15,001-20,000
- 20,001-30,000

Regular vehicles
- 1,000-1,499
- 1,500-1,999
- 2,000-2,999

Trucks
- 90th-94.99th percentile
- 95th-99.99th percentile

Safety Priority Index System
- 0 250 500 1250 Feet
end collisions, comprising one-third of all incidents\(^2\).

Lombard has also seen several pedestrian and bicycle incidents in the past decade. Two pedestrian fatalities, 21 pedestrian injuries, and 10 bicycle injuries occurred from 2002-2011 according to the Portland Bureau of Transportation. The relative lack of safe crossings may contribute to these safety issues.

### Data Prior to 2012

Data prior to 2012 (see Figure 2) shows that traffic incidents have increased in recent years after a period of decline. Four of the incidents from 2002-2011 had fatalities, and the most common type of Incident was rear-end collisions, comprising one-third of all incidents\(^2\).

### Street Condition

The pavement condition on Lombard Street is rated ‘Poor’ from Chautauqua to I-5, and ‘Very Poor’ from I-5 to MLK. Visual inspection of the street reveals numerous examples of cracks, potholes, and warped asphalt. The poor roadway condition contributes to the noise of traffic and could possibly contribute to traffic incidents now and in the future. Lombard is in poor enough condition that it will most likely require a complete rebuild in the coming years rather than simply getting repaved.

### Traffic Volumes

The Annual Average Daily Traffic (AADT) volume for the study area is nearly 19,500 average vehicles per day (see Table 6). Most of the study area carries between 19,000 and 20,000 vehicles per day, with pockets of slightly higher traffic near the Peninsular/Greeley, Interstate, and Vancouver intersections.

Freight traffic accounts for 9% of total traffic within the study area, with slightly roughly 1,750 trucks traveling through the study area per day. Freight volumes are slightly higher west of I-5, accounting for 10% of total vehicle traffic, as opposed to 8% east of I-5. Tractor-trailer vehicles account for 4% of vehicle traffic within the study area, with larger vehicles (5 or more axles) comprising 0.5% of vehicle traffic within the study area.\(^1\)

### Safety

Lombard Street has many safety issues that need to be addressed. Traffic stops and accidents for 2012 are shown in Table 7. While Section 3 has the highest number of stops and incidents, the I-5 crossing has the highest rate per 1/4 mile.

Data prior to 2012 (see Figure 2) shows that traffic incidents have increased in recent years after a period of decline. Four of the incidents from 2002-2011 had fatalities, and the most common type of Incident was rear-end collisions, comprising one-third of all incidents\(^2\).

### Safety Priority Index System

The Safety Priority Index System (SPI S) is a method developed by the Oregon Dept. of Transportation for identifying safety problems on state highways. Annual SPIS analysis is performed to identify locations that have exhibited high instances of crash activity. The purpose of SPIS analysis is to systematically identify sites where there is potential to reduce the risk, occurrence, or severity of crashes.

Within the study area, the Peninsular/Greeley, Denver, and MLK areas are categorized in the 90% SPIS rating, meaning these locations are among the top 10% high-crash road segments in the state. The area between Interstate and Greenwich is categorized in the 95% SPIS rating, meaning this area is among the top 5% high-crash road segments in the state (see Table 8).\(^3\)

**Table 6: Traffic Volumes**

<table>
<thead>
<tr>
<th></th>
<th>AADT</th>
<th>Freight AADT</th>
<th>% Freight</th>
</tr>
</thead>
<tbody>
<tr>
<td>West of I-5</td>
<td>19,200</td>
<td>1,876</td>
<td>10%</td>
</tr>
<tr>
<td>East of I-5</td>
<td>19,850</td>
<td>1,574</td>
<td>8%</td>
</tr>
<tr>
<td>Total Study Area</td>
<td>19,489</td>
<td>1,742</td>
<td>9%</td>
</tr>
</tbody>
</table>

**Table 7: Project Area Traffic Incidents in 2012**

<table>
<thead>
<tr>
<th></th>
<th>Section 1</th>
<th>Section 2</th>
<th>Section 3</th>
<th>I-5</th>
</tr>
</thead>
<tbody>
<tr>
<td>Stops (per 1/4 mi)</td>
<td>163</td>
<td>194</td>
<td>323</td>
<td>122</td>
</tr>
<tr>
<td>Incidents (per 1/4 mi)</td>
<td>50</td>
<td>88</td>
<td>101</td>
<td>191</td>
</tr>
</tbody>
</table>

**Table 8: Oregon Dept of Transportation: 2012 Safety Priority Index System (SPIS)**

<table>
<thead>
<tr>
<th>Road Segment</th>
<th>ADT</th>
<th>Crashes</th>
<th>Fatalities</th>
<th>Percentile</th>
</tr>
</thead>
<tbody>
<tr>
<td>N Peninsular Ave to N Greeley Ave</td>
<td>14,300</td>
<td>28</td>
<td>0</td>
<td>90%</td>
</tr>
<tr>
<td>N Denver Ave</td>
<td>17,900</td>
<td>23</td>
<td>0</td>
<td>90%</td>
</tr>
<tr>
<td>N Interstate Ave to N Greenwich Ave</td>
<td>19,400</td>
<td>46</td>
<td>1</td>
<td>95%</td>
</tr>
<tr>
<td>NE Martin Luther King Jr Blvd</td>
<td>20,900</td>
<td>25</td>
<td>0</td>
<td>90%</td>
</tr>
</tbody>
</table>

---

1. Oregon Department of Transportation; TransGIS, Traffic Counting Program
2. Portland Bureau of Transportation
3. ODOT Traffic-Roadway Section (TRS): Safety Priority Index System (SPIS)
IX. Pedestrian and Transit Facilities

Bus Stops
Avg daily ons/offs
- 16 - 50
- 51 - 100
- 101 - 261
- 262 - 1660

- All-way traffic signal
- Pedestrian/2-way signal
- Crosswalk
- Bus line
- Has bus shelter
- MAX Station

Note: Width of Lombard Street not to scale
Pedestrian Crossings

In the entire 2.3 mile project corridor, there are 12 intersections with protected crosswalks: 9 are regular signalized intersections and 3 are specifically for pedestrians using activated signals. The pedestrian-activated signals are aging and do not meet current standards for crossing time and pedestrian delay. The signals also do not follow the current Portland practice of displaying the number of seconds remaining to cross rather than only a flashing red hand.

As shown in Table 10, this stretch of Lombard has fewer crossings than similar stretches on MLK, Sandy, and Powell Boulevards. Only SE 82nd Ave has fewer, with 11 instead of 12. Crossings on Lombard are located roughly 1000 feet apart on average, more than double the 400-foot distance recommended for Community Main Streets in the Portland Transportation System Plan. Notably, many transit stops are not located near crossings, making it difficult to access both directions of the transit line.

Table 10: Pedestrian crossings in project area and similar 2.3-mile corridors

<table>
<thead>
<tr>
<th>Crossing location</th>
<th>Total marked crosswalks</th>
<th>Average distance between crosswalks (mi)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lombard (Chautauqua to MLK)</td>
<td>12</td>
<td>0.20</td>
</tr>
<tr>
<td>MLK (Lombard to Stanton)</td>
<td>26</td>
<td>0.09</td>
</tr>
<tr>
<td>82nd (Burnside to Holgate)</td>
<td>11</td>
<td>0.20</td>
</tr>
<tr>
<td>Sandy (SE 7th to NE 42nd)</td>
<td>19</td>
<td>0.13</td>
</tr>
<tr>
<td>Sandy (NE 42nd to NE 82nd)</td>
<td>15</td>
<td>0.14</td>
</tr>
<tr>
<td>Powell (Milwaukie to Foster Rd)</td>
<td>15</td>
<td>0.14</td>
</tr>
</tbody>
</table>
X. Bicycle Facilities
Bicycling on Lombard
Lombard Street is not currently designed for bicycling, though the Bicycle Plan for 2030 does call for some kind of bicycle facility on Lombard in the future. Many people have been observed riding bicycles on the sidewalk, but most sidewalks are narrow and difficult to traverse by bike, especially when pedestrians are present. Bicycle parking is very limited, with few public bike racks available on Lombard and few businesses offering their own bike parking.

Parallel Bicycle Routes
The nearest east-west bike routes west of I-5 are Terry Street (four blocks north) and Bryant Street (four blocks south), both of which are classified as Neighborhood Greenways. Bryant Street also provides the nearest I-5 crossing besides Lombard itself, several blocks to the south. East of I-5, a large gap exists in the east-west bike network north of Bryant between I-5 and NE 11th Ave.

Bicycle Crossings
The project area has several north-south bike routes that intersect with Lombard. These routes and their classification are shown in Table 11. The Portland Bicycle Plan for 2030 anticipates upgrading many of these routes to Neighborhood Greenway classification, and would also add an in-road bicycle facility to N Peninsular Ave.

Each crossing has a regular traffic signal (some timed, some activated) with two exceptions:

- Delaware has a pedestrian-activated signal that only allows pedestrians to cross, with stop signs for vehicles in the roadway. Bicyclists generally must enter the sidewalk and press the pedestrian button in order to cross safely.

- Fenwick and Concord are part of a Neighborhood Greenway crossing Lombard, but the streets are staggered apart. Concord does not have any signal, while Fenwick has a pedestrian-activated signal with a stop sign for vehicles in the roadway. Bicyclists generally must enter the sidewalk and press the pedestrian button in order to cross safely.

| Table 11: Bicycle routes crossing Lombard (listed from east to west) |
|----------------------|----------------------|
| Street               | Facility/Classification |
| Vancouver            | Bike Lane             |
| Interstate           | Bike Lane             |
| Fenwick/Concord      | Neighborhood Greenway |
| Denver               | Bike Lane             |
| Delaware             | Low-traffic Through Street |
| Wabash               | Neighborhood Greenway |
| Chautauqua           | Low-traffic Through Street |

Bicyclists riding on the sidewalk along Lombard
Bicyclists crossing at Fenwick
Section 1
The typical configuration in this section includes four 11-foot travel lanes and an unmarked parking lane on the north side of Lombard. Street trees are more common in this section than the other two, and sidewalks are a standard 6-foot width and continuous throughout.

Section 2
The typical configuration in this section includes narrower travel lanes than the other stretches (9.5-10.5 feet) and less on-street parking to make room for a tapering median lane that accommodates left turn pockets at both Denver and Interstate. Many sidewalks on the south side have concrete instead of grass planting strips. Sidewalks are adequate (5-6.5 feet) and continuous.
Section 3

This section is similar to Section 1, with 11-foot travel lanes, unmarked on-street parking on the north side, and six-foot sidewalks with planting strips and street trees.

I-5 Crossing

The I-5 crossing features four wide through lanes, a wide turning/merge lane on the north side, and a six-foot sidewalk on the south side. On the north side there is a three-foot marked shoulder and a two-foot concrete strip.
XII. Interstate 5 Crossing

![Map of Interstate 5 Crossing with labels A, B, C, D, and E. The map shows the locations of sidewalks, tax lots, vehicle movements, and the interstate highway.]
I-5 Crossing

The Lombard crossing over Interstate 5 presents many unique challenges for this corridor. The interchange is an atypical design, only allowing traffic to exit I-5 northbound and enter I-5 southbound. Despite this, eastbound and westbound traffic are each given a full ramp to enter or exit the freeway. This design makes it very difficult to accommodate pedestrians. A narrow sidewalk is only provided on the south side, and a spiral pedestrian overpass is needed simply to cross a freeway on-ramp. No signals are used to control traffic at this interchange, leading to high speeds as vehicles enter or exit Lombard.

The sidewalk on the north side of Lombard extends west from N Mississippi Ave, but ends before reaching the I-5 interchange. This muddy path demonstrates that many pedestrians choose to risk their safety by crossing I-5 on the north side, despite the lack of sidewalk, rather than backtrack several blocks to the nearest signalized crossing at N Albina Ave.

Rather than backtrack to Albina to cross Lombard, this pedestrian has chosen to cross the busy freeway off-ramp and walk along a narrow 2-foot path on the north side of Lombard to cross I-5. The circular ramps encourage fast speeds and are very dangerous for pedestrians. Despite the lack of a sidewalk or crosswalk, many pedestrians use this route since it is the shortest distance to cross I-5 on the north side.

Pedestrians and bicyclists are meant to cross I-5 using this sidewalk on the south side of Lombard. The sidewalk is narrow and is directly adjacent to high-speed traffic. The crossing is very noisy and unpleasant due to inadequate screening from freeway traffic below and no buffer from traffic on Lombard.

This spiral overpass is meant to give pedestrians a safe way to cross the southbound freeway on-ramp. The on-ramp has no signal to control traffic, so vehicles speed up quickly as they turn onto the ramp. Unfortunately, the pedestrian overpass is long and very steep, dissuading people from actually using it. In addition, the structure and the area have deteriorated over time. Large amounts of trash, poor lighting, poorly maintained landscaping, and standing water make the area very unpleasant.

A pedestrian ignores the spiral overpass and opts to cross the freeway on-ramp at-grade to save time and distance. The dirt path indicates this is a common decision for pedestrians who want to access Fred Meyer or the Lombard Transit Center by the shortest path. With heavy traffic volumes, high speeds, and no signal to control traffic, this area is quite dangerous for pedestrians.
Online Survey Report

April 2013

Appendix C: Online Survey Report
## Contents

I. Survey Purpose and Overview ........................................... 2

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VI. Conclusion ................................................................. 10
I. Survey Purpose and Summary of Results

The Lombard Re-Imagined online survey was designed to be used in two specific ways:

1. To help formulate the community vision and goals for Lombard Street, focusing specifically on the area between MLK Jr. Blvd and Chautauqua Blvd.

2. To inform project recommendations that will help achieve that vision.

The survey received a high number of responses, making its results meaningful as a representation of public opinion about Lombard Street. Furthermore, the majority of respondents lived in the three project area neighborhoods (Arbor Lodge, Kenton, and Piedmont), indicating that the results reflect neighborhood preferences.

However, as shown in the demographic breakdown, the survey was not very successful in reaching racial and ethnic minorities. Some possible explanations for this are the later release of the Spanish version of the survey as well as the project team’s existing communication networks. While efforts were made to address this issue, these efforts did not translate into a more ethnically diverse set of survey respondents.

Results indicate a strong preference for more and better businesses along the street as well as safety improvements and a cleaner, more attractive streetscape. There is also a desire for bicycle infrastructure on the street both from those who currently bike there and others. This does not mean the opinion is unanimous; many respondents expressed strong opposition to such infrastructure on Lombard, pointing to nearby bicycle routes as better options for cyclists.

As for Lombard’s current and future identity, Lombard clearly has value as a thoroughfare for its users. That said, most respondents seem willing to sacrifice some ease of vehicle travel on the street in order to increase Lombard’s value as an attractive, pedestrian-friendly destination.

Respondents had a diverse range of opinions on what the character of this future destination should be. Some respondents pointed to streets like Mississippi, Alberta, or Hawthorne, while others explicitly said they did not want to see Lombard become like those places. In other words, the survey alone cannot identify one clear identity for the future of Lombard Street.

Regardless, many respondents emphasized the need to work towards improving Lombard in a way that supports current business owners and residents. Several specifically mentioned gentrification as something to be avoided. Project recommendations must therefore carefully balance majority opinion with the interests of underrepresented or disadvantaged populations.

II. Survey Details

Content
• 19 questions total
• Mix of 3 open-ended and 16 close-ended questions
• Residential and demographic questions for classification:
  » Neighborhood
  » Age
  » Race
  » Gender

Timeline
The survey was administered online through the project website from February 26 - April 10, 2013. The Spanish version was available from March 19 - April 10, 2013.

Responses
We received a total of 796 responses to the survey.

• 675 (85%) of respondents completed over half the survey
• 595 (70%) of respondents completed over 80% of the survey

The survey took an average of 16 minutes to complete, with most (51%) completing it in under 9 minutes.
III. Respondent Characteristics

Residential Location

As shown in Figure 1, the large majority of respondents live in North and Northeast Portland neighborhoods, mostly in the three project area neighborhoods of Arbor Lodge, Kenton, and Piedmont.

Demographics

Table 1 shows respondent demographic characteristics. Respondents were primarily women, white, between the ages of 35 and 44, and homeowners. For comparison, Census statistics indicate the following for the three project area neighborhoods:

- Median age of 36 years
- 69% white/14% black/11% Hispanic
- 67% owner-occupied housing

Frequency of visiting/using Lombard

Most survey respondents visit or travel on Lombard at least weekly. Nearly all who took the survey have driven on the street, or visited a business/destination there, with most doing so frequently (at least weekly). Table 2 also shows how often respondents reportedly walk, ride transit, and bike on Lombard between Chautauqua and MLK Jr. Blvd.

![Figure 1: What neighborhood do you live in?](image)

<table>
<thead>
<tr>
<th>Race/ethnicity</th>
<th>Gender</th>
<th>Age</th>
<th>Own/Rent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Black/African American</td>
<td>Male</td>
<td>34%</td>
<td>1%</td>
</tr>
<tr>
<td>Latino/Hispanic</td>
<td>Female</td>
<td>65%</td>
<td>30%</td>
</tr>
<tr>
<td>White/Caucasian</td>
<td>Other</td>
<td>1%</td>
<td>46%</td>
</tr>
<tr>
<td>Asian</td>
<td></td>
<td>45-54</td>
<td>14%</td>
</tr>
<tr>
<td>More than one/other</td>
<td></td>
<td>55-64</td>
<td>5%</td>
</tr>
<tr>
<td>Prefer not to say</td>
<td></td>
<td>65+</td>
<td>2%</td>
</tr>
</tbody>
</table>

Table 1: Survey respondent demographics

<table>
<thead>
<tr>
<th>Frequency of visiting/using Lombard</th>
<th>Walk (n=690)</th>
<th>Drive (n=761)</th>
<th>Use transit (n=635)</th>
<th>Bike (n=652)</th>
<th>Visit businesses &amp; other destinations (n=726)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Frequent (at least weekly)</td>
<td>44%</td>
<td>87%</td>
<td>18%</td>
<td>15%</td>
<td>55%</td>
</tr>
<tr>
<td>Infrequent (less than weekly)</td>
<td>32%</td>
<td>10%</td>
<td>28%</td>
<td>28%</td>
<td>33%</td>
</tr>
<tr>
<td>Never</td>
<td>24%</td>
<td>3%</td>
<td>54%</td>
<td>56%</td>
<td>2%</td>
</tr>
</tbody>
</table>

Table 2: Percentage of respondents indicating how often they do the following on Lombard
IV. Overall Results

Current Appeal & Identity

- 50% of respondents disagreed that there are appealing places to visit on Lombard, while almost 20% neither agreed nor disagreed.
- 58% of respondents indicated that there is no distinct identity on Lombard St and 18% felt neutral about the issue.
- 87% of respondents said it is unpleasant to walk along Lombard and 10% neither agreed nor disagreed.

Positive or useful benefits of Lombard identified by respondents are shown in Figure 2. Respondents most commonly stated that Lombard serves as a way to get where they are going, but the businesses and services along Lombard were also mentioned frequently.

Current Safety of the Street

- 58% of respondents disagree (19% strongly) that cars drive at a safe speed on Lombard.
- Only 13% of respondents indicated they feel safe crossing Lombard
- 50% of respondents disagreed that truck/freight traffic is appropriate for the neighborhood, while 20% neither agree nor disagree

Ideas for the Future

Those who said that Lombard was unpleasant or neutral to walk along Lombard were asked to select three things that would improve this. Results are shown in Figure 3. The top three answers were:

1. More appealing businesses/places to walk to (85% of respondents)
2. Buffer between pedestrians and moving traffic (75% of respondents)
3. Street trees or other greenery (71% of respondents)

Respondents who indicated that they did not feel safe crossing Lombard were asked to select three things that would make them feel safer. Results shown in Figure 4 (next page) indicate that more signalized and marked crosswalks are top priorities.

Survey participants were also asked to select three things things they would like to see in the future on Lombard. If they indicated that they would like to see more businesses
(the 2nd-most frequent response at 65% of respondents), they were asked to indicate three types of businesses they would like to see. Figures 5 and 6 show the results of these questions.

An open-ended question asked respondents to describe the identity and character of Lombard that they would like to see. Responses were categorized and are shown by how often they were mentioned in Table 3.

Table 3: Categorization of responses to the prompt “Briefly describe the character of N Lombard St that you would like to see in the future. Specifically address ideas related to businesses, neighborhood identity, and traffic safety.”

<table>
<thead>
<tr>
<th>Rank</th>
<th>Category</th>
<th>% of respondents mentioning topic (n=544)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Variety of more appealing businesses</td>
<td>43%</td>
</tr>
<tr>
<td>2</td>
<td>Enjoyable walking experience</td>
<td>39%</td>
</tr>
<tr>
<td>3</td>
<td>Safe for pedestrians</td>
<td>37%</td>
</tr>
<tr>
<td>4</td>
<td>Less/slower traffic</td>
<td>28%</td>
</tr>
<tr>
<td>5</td>
<td>Street trees/greenery</td>
<td>23%</td>
</tr>
<tr>
<td>6</td>
<td>Bike friendly</td>
<td>23%</td>
</tr>
<tr>
<td>7</td>
<td>Commercial main street feel</td>
<td>20%</td>
</tr>
<tr>
<td>8</td>
<td>Storefronts that engage w/ the street</td>
<td>14%</td>
</tr>
<tr>
<td>9</td>
<td>Local businesses</td>
<td>14%</td>
</tr>
<tr>
<td>10</td>
<td>Family-friendly</td>
<td>11%</td>
</tr>
<tr>
<td>11</td>
<td>More identity and wayfinding signage</td>
<td>11%</td>
</tr>
<tr>
<td>12</td>
<td>Feeling of personal safety</td>
<td>7%</td>
</tr>
</tbody>
</table>

Figure 4: What would make you feel safer crossing Lombard St?

- More marked crosswalks: 73%
- Pedestrian-activated signals: 70%
- Lower traffic speeds: 49%
- Less traffic: 47%
- Better lighting: 31%
- Better access for ppl w/ disabilities: 19%
- Other*: 7%

Top 2 “Other” responses were pedestrian islands & better traffic enforcement

Figure 5: What would you like to see in the future on Lombard Street?

- More street improvements (i.e. trees, lighting): 72%
- More businesses: 65%
- Bike lanes: 43%
- More pedestrian crossings: 37%
- Less vehicle traffic: 29%
- Improved bus stops: 8%
- More on-street parking: 8%
- More bicycle parking: 5%
- Storefronts that engage w/ the street: 16%
- Other*: 16%

*Top 2 “Other” responses were more appealing business types & storefront improvements
Finally, the survey asked respondents to select one specific location in the project area needing the most improvement (see Figure 7). The stretch between Peninsular and Interstate received the most attention, with the intersection of Lombard and Interstate receiving the greatest number of hits (121, or 18% of all who selected a location).

Figure 6: What types of businesses would you like to see on Lombard?

*Top 2 “Other” responses were bars and late-night destinations.

Figure 7: Heat map produced from survey responses. Respondents were asked to select one location that needs the most improvement.
V. Results from Further Analysis

This section compares survey responses between different respondent characteristics such as residential location and use of the street. Note: “statistically significant” differences are reported but do not necessarily imply meaningful differences.

Comparison A: Project area vs. elsewhere

As shown in Table 4, opinions regarding vehicle traffic of those in the project area differed somewhat from those living elsewhere. Project area residents were somewhat more likely to want less and slower traffic on Lombard, especially to enable safer crossing.

<table>
<thead>
<tr>
<th>Table 4: Statistically significant differences between project area survey responses and others (p=0.05)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Project area (n=420)</td>
</tr>
<tr>
<td>% agreeing that cars drive at safe speeds on Lombard</td>
</tr>
<tr>
<td>% indicating they want to see less traffic on Lombard</td>
</tr>
<tr>
<td>% saying they would feel safer crossing Lombard if traffic was slower</td>
</tr>
</tbody>
</table>

Project area residents and others had similar responses in many respects. For example, neither commonly agreed that Lombard has a unique identity or pleasant walking environment, while both agreed that they would like to see more cafes on the street (Table 5).

Comparison B: Between individual neighborhoods

Regardless of neighborhood, priorities for Lombard align very closely. Table 6 shows that the top four priorities for Lombard were street improvements (like lighting and trees), more businesses, bike lanes, and pedestrian crossings – although the order of prioritization differs between respondent neighborhood. Also, Piedmont residents’ top four differs in that it includes less vehicle traffic instead of bike lanes.

<table>
<thead>
<tr>
<th>Table 5: Selected similar responses between project area and other respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Project area (n=420)</td>
</tr>
<tr>
<td>% who agree that Lombard has a unique identity</td>
</tr>
<tr>
<td>% agreeing that it is pleasant to walk along Lombard</td>
</tr>
<tr>
<td>% saying they would like to see more cafes on Lombard</td>
</tr>
</tbody>
</table>

Survey results also indicate that use of the street differs by neighborhood. Kenton residents more commonly said that they frequently (at least weekly) walk, drive, ride transit, and bike on Lombard (Figure 8, next page). All except biking were statistically significant differences.

Regarding the types of businesses respondents want to see on Lombard, cafes and sit-down restaurants were most common no matter which neighborhood they live in. Other priorities, however, differ.

Table 7 (next page) shows a comparison of neighborhood attitudes on a variety of traffic and pedestrian safety-related issues. Of note, Piedmont residents felt more strongly that cars do not drive at a safe speed on Lombard and that the current freight traffic is not appropriate for the neighborhood. Arbor Lodge, Kenton, and Piedmont respondents more frequently indicated they would feel safer crossing Lombard with lower traffic speeds and that a buffer between the sidewalk and traffic would make for a more pleasant walking environment, as compared to residents of other neighborhoods.
Arbor Lodge and Piedmont residents more commonly indicated a desire for specialty shops than full service grocery stores, while Kenton residents had the highest rate of wanting such grocers on Lombard (Figure 9).

Results of the question asking respondents to select one area of Lombard that needs the most improvement reveal some neighborhood-specific contrasts (Figure 10, next page). While Piedmont residents tended to select the intersection of Vancouver and Lombard as well as the I-5 crossing, others more commonly focused on the corridor between Interstate and Peninsular. All respondents indicated a need to improve the intersection at Interstate and Lombard, the location of the Lombard Transit Center.

<table>
<thead>
<tr>
<th></th>
<th>Arbor Lodge (n=164)</th>
<th>Kenton (n=159)</th>
<th>Piedmont (n=97)</th>
<th>Other (n=376)</th>
</tr>
</thead>
<tbody>
<tr>
<td>% who agree that cars drive at safe speeds on Lombard</td>
<td>19%</td>
<td>25%</td>
<td>10%*</td>
<td>26%</td>
</tr>
<tr>
<td>% who agree that the freight traffic is appropriate for the neighborhood</td>
<td>12%</td>
<td>17%</td>
<td>2%*</td>
<td>12%</td>
</tr>
<tr>
<td>% who said they would feel safer crossing Lombard if traffic speeds were lower</td>
<td>37%</td>
<td>37%</td>
<td>43%</td>
<td>25%*</td>
</tr>
<tr>
<td>% who said walking along Lombard would be more pleasant w/ a buffer between sidewalk and moving traffic</td>
<td>77%</td>
<td>65%</td>
<td>80%</td>
<td>60%*</td>
</tr>
</tbody>
</table>

*Statistically significant difference from all other groups (p<0.05)
Comparison C: Lombard residents, workers, and students vs. others

Most responses from participants who live, work, or go to school on Lombard matched the patterns seen in the overall results (Section III of this report). However, Table 8 shows where this group differs (statistically speaking) from other respondents.

Table 8: Statistically significant response differences between those who live/work/go to school on Lombard and others (p<0.05)

<table>
<thead>
<tr>
<th></th>
<th>Lombard residents, students, &amp; workers (n=170)</th>
<th>All others (n=626)</th>
</tr>
</thead>
<tbody>
<tr>
<td>% who disagree that traffic drives at safe speeds</td>
<td>66%</td>
<td>56%</td>
</tr>
<tr>
<td>% who want to see street improvements like lighting, trees</td>
<td>73%</td>
<td>63%</td>
</tr>
<tr>
<td>% who want bike lanes</td>
<td>48%</td>
<td>37%</td>
</tr>
<tr>
<td>% who want to see basic goods &amp; services type businesses</td>
<td>6%</td>
<td>14%</td>
</tr>
</tbody>
</table>

Comparison D: Frequent Lombard travelers by mode

Respondents who travel on Lombard frequently appear to have similar priorities for the future of the street, with one exception: the top priority for frequent bikers was bike lanes, whereas other frequent users ranked bike lanes third (see Table 9, next page).
VI. Conclusion

The data and analysis presented in this report are meant to guide the vision, goals, and recommendations of the Lombard Re-imagined project. Results should be treated as specific to this effort, and not necessarily applicable to other planning processes. Presently these results indicate majority opinion on these issues, but community preferences change and how questions are asked (as well as to whom) have a definite impact on participant responses.

This report summarizes results, but does not encompass all feedback received. Other information gathered through this survey that was not presented here (detailed open-ended responses, for example) should and will still be used to inform the project.

Any similar future endeavors should heed lessons learned from the process of conducting this survey, specifically exploring ways to better reach minorities in the community. Especially in North Portland, doing so will help ensure that historically lesser-heard voices have a say in the future of their communities.

Some other notes related to frequency of travel:

- 23% of frequent drivers and 25% of infrequent drivers agree that cars drive at a safe speed, as opposed to 0% of those who never drive on the street. The difference is statistically significant at the 0.05 level.

- 75% of those who never walk on Lombard said that more businesses or places to walk would make the street more pleasant to walk along. This was the most common answer among those who do not walk on the street.

- One-third of those who frequently walk and 38% of those who frequently bike on Lombard said they want to see less vehicle traffic. This was statistically significantly higher than the one-fourth of all others who said so.

- 88% of frequent Lombard drivers disagreed that it is pleasant to walk along Lombard, as compared to 67% of those who use the street but never drive there (a statistically significant difference).

- Frequent drivers were more likely than others to select better access for people with disabilities as something that would make them feel safer crossing Lombard (17% said so, as compared to 7% of all others).

Comparison E: Gender

The views of women and men rarely differed. Table 10 shows a comparison of responses on a few questions about walking experience and safety.

<table>
<thead>
<tr>
<th></th>
<th>Women (n=426)</th>
<th>Men (n=227)</th>
</tr>
</thead>
<tbody>
<tr>
<td>% disagreeing that it is safe to cross Lombard</td>
<td>68%*</td>
<td>57%*</td>
</tr>
<tr>
<td>% wanting more lighting for a more pleasant walking experience</td>
<td>28%</td>
<td>30%</td>
</tr>
<tr>
<td>% wanting a buffer between the sidewalk and traffic</td>
<td>76%*</td>
<td>66%*</td>
</tr>
</tbody>
</table>

*Statistically significant difference between groups (p<0.05)
Technical Studies Report
Market & Traffic Analyses
June 2013

Appendix D: Technical Studies Report
## Contents

<table>
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<th>Page</th>
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<td>2</td>
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<tr>
<td>Market Analysis</td>
<td>2</td>
</tr>
<tr>
<td>Traffic Analysis</td>
<td>5</td>
</tr>
</tbody>
</table>
Overview and Purpose
This report summarizes two technical studies undertaken as part of the Lombard Re-Imagined project:

1. A Market Analysis of the area surrounding the project corridor
2. A Traffic Analysis of the impacts of changing Lombard from its current form (two lanes in each direction) to one lane in each direction and a center turn lane

The project team performed these analyses in order to shape recommendations and to provide evidence-based justifications for those recommendations.

I. Market Analysis
Swift Planning conducted a market analysis to determine what sorts of businesses were missing from the project corridor and to see what could be supported by the existing nearby residents. The data is from the City of Portland Bureau of Planning and Sustainability using ESRI’s Business Analyst software. We looked at a few geographies, including just the corridor, a 1/4 mile walkshed (see Figure 1), and a 10 minute driveshed around the corridor. This summary was derived from the walkshed analysis.

Demographic Summary
The population of the Lombard area Walkshed is roughly 24,000 people as of 2012 and is expected to increase by over 1,000 people by 2017. Currently there are just under 10,000 households, 66% of which are owner occupied, and the other 34% renter occupied (see Table 1, next page).

In terms of age, 26% of the population is under 18 years of age and roughly 8% of the population is above the age of 65. The median age is 33 years old.

The area is one of the more ethnically diverse neighborhoods in Portland with 67% of residents reporting as “White Alone” and 23% as non white. Figure 2 (next page) shows percentage of residents in each Census race category.

Market Potential
The majority of households within the community are solidly situated in the middle class, with a median disposable income of $33,439 and an average disposable income of $38,467. That adds up to a total yearly disposable income of $365 million. Figure 3 on the next page shows the number of households in the area by amount of disposable income.

Where and how this money is spent is the major focus of the market analysis. The
analysis showed the extent of the unmet potential for retail-oriented businesses within the Lombard walkshed. Nearly every retail sector studied revealed that the retail options offered within the boundaries of the walkshed are not meeting the demand of community members living within walking distance of Lombard. That is to say, money that could be going to support local businesses that meet neighborhood needs is currently leaving the community.

This is quantified by the leakage/surplus factor, which is a comparison of supply and demand for certain services. The factor falls within a range from +100 to -100, with a number closer to +100 indicating that available retail is not meeting the demand; a number closer to -100 indicates a surplus of retail options that exceeds demand. Figure 4 (next page) shows the industries where leakage out of the community is occurring, ranked from highest to lowest. Furniture & home furnishing stores, sporting goods/hobby/book/music stores, and clothing/clothing accessory stores have the three highest leakage factors, indicating high unmet demand for those types of retailers.

Table 2 provides some more detail to this end. Column A shows the current number of business in each retail sector within the walkshed area of Lombard. Column B shows the corresponding retail gap, which expresses the difference between the amount of money spent by consumers at businesses in the area and the estimated amount that consumers have available to spend on those types of retail goods. In other words, the retail gap represents the amount of current dollars that are being spent outside of the area, which totals almost $125 million.

Column C on Table 2 shows the corresponding leakage factor. Retail sectors that currently have a large leakage factor (greater than 70) are highlighted. With the exception of motor vehicle and parts

---

**Table 1: Population and household characteristics**

<table>
<thead>
<tr>
<th></th>
<th>2010</th>
<th>2012</th>
<th>2017</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>23,528</td>
<td>23,956</td>
<td>25,324</td>
</tr>
<tr>
<td>Households</td>
<td>9,334</td>
<td>9,503</td>
<td>10,073</td>
</tr>
<tr>
<td>Families</td>
<td>5,116</td>
<td>5,161</td>
<td>5,448</td>
</tr>
<tr>
<td>Avg Household Size</td>
<td>2.45</td>
<td>2.46</td>
<td>2.45</td>
</tr>
<tr>
<td>Owner-Occupied Housing Units</td>
<td>5,804</td>
<td>5,803</td>
<td>6,125</td>
</tr>
<tr>
<td>Renter Occupied Housing Units</td>
<td>3,530</td>
<td>3,700</td>
<td>3,948</td>
</tr>
</tbody>
</table>

---

**Figure 2: Walkshed Racial Distribution**

- Two or More Races: 7%
- Some Other Race Alone: 4%
- Pacific Islander Alone: 1%
- Asian Alone: 12%
- American Indian Alone: 2%
- Black Alone: 7%
- White Alone: 67%

---

**Figure 3: Household disposable income**

- <$15,000
- $15,000-$24,999
- $25,000-$34,999
- $35,000-$49,999
- $50,000-$74,999
- $75,000-$99,999
- $100,000-$149,999
- $150,000-$199,999
- $200,000+

---

**Figure 4: Industries where leakage out of the community is occurring**
dealers, these are all types of business that neighborhood residents have expressed a desire for on Lombard.

One caveat to this retail leakage analysis is that it does not fully account for the various types and markets of business types. While there are several food and drink establishments on Lombard, they are mostly take-out restaurants and taverns. There is a desire for full-service sit down restaurants and more family friendly eating and drinking establishments on the street. This analysis does not show the gap to the full extent as our survey and interview responses indicated a strong demand for more eating and drinking places. Considering the area’s amount of disposable income, it appears that the nearby residents could support several more quality restaurants, cafes, and public houses.

Market Analysis Conclusions

Research and outreach conducted as part of the Lombard Re-Imagined project have identified community desire for more and better businesses on Lombard. This market analysis provides an argument that, economically speaking, the area can in fact support these establishments. Supply is not meeting demand, resulting in household disposable income leaving the neighborhood for many goods and services. Table 3 on the next page summarizes some of the key findings of this effort.

As the community works towards improving Lombard, many investment opportunities are likely to come. The analysis done here can help direct these investments in ways that both serve the community and yield good returns.
### Table 3: Market analysis key financial takeaways

<table>
<thead>
<tr>
<th>Category</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Avg Mortgage Interest Spent</td>
<td>$3,273.75</td>
</tr>
<tr>
<td>Avg Mortgage Principal Spent</td>
<td>$1,354.15</td>
</tr>
<tr>
<td>Avg Rent Payment Spent</td>
<td>$3,271.94</td>
</tr>
<tr>
<td>Avg Other Household Expenses</td>
<td>$1,103.59</td>
</tr>
<tr>
<td>Median Disposable Income</td>
<td>$33,439</td>
</tr>
<tr>
<td>Per capita Income</td>
<td>$22,944</td>
</tr>
<tr>
<td>Total Retail Trade Demand</td>
<td>$196,788,198</td>
</tr>
<tr>
<td>Total Retail Sales Supply</td>
<td>$72,139,035</td>
</tr>
<tr>
<td>Retail Gap</td>
<td>$124,649,163</td>
</tr>
<tr>
<td>Retail Leakage Factor</td>
<td>46.4 out of 100</td>
</tr>
</tbody>
</table>

### In order to address these concerns, the project team chose to evaluate the corridor for a change of lane configuration from two travel lanes in each direction to one in each direction and a center turn lane. The Federal Highway Administration recommends streets with average daily volumes of less than 20,000 as possible candidates for this type of reconfiguration, and the project area averages between 15,200 and 20,500 vehicles per day.

Interpreting the results of this analysis requires some familiarity with some terminology used in traffic engineering:

**Volume-to-capacity (V/C):** A ratio of how many cars drive on a street, in a lane, or through an intersection and the number of cars that street, lane, or intersection is designed to handle. A volume-to-capacity ratio of 1.0 means the number of actual cars using a facility is equal to that facility’s capacity. Under 1.0 means there is extra capacity, while over 1.0 means capacity has been exceeded.

**Delay per vehicle:** The average travel time added to each driver’s journey by driving in that particular location. For example, driving through the intersection at Lombard and Interstate currently adds about 44 seconds of delay compared to if the intersection did not exist or drivers never had to slow down to travel through it.

**Level of Service (LOS):** A letter grade (A-F) for a street, lane, or intersection that indicates how easily cars move through. It is based on delay per vehicle. Essentially a Level of Service ‘A’ means cars flow freely, while ‘F’ indicates heavy congestion.

### Methodology

Because the feasibility of such a change depends on how it would impact traffic congestion, we conducted a preliminary traffic analysis of the busiest segment of the corridor, shown in Figure 5, using PTV Vistro. Vistro is a relatively new traffic engineering software that is meant for traffic impact analyses, signal timing optimization, and intersection level of service.

Data used for this analysis included the following:

- **Intersection geometry**
  - Obtained through observation and measured using Google Earth
- **Peak hour (4:45pm-5:45pm) turning movement volumes**
  - Obtained from www.portlandmaps.com and Quality Counts transportation data collection services

**II. Traffic Analysis**

**Background**

The Lombard Re-Imagined online survey results indicate that the community is concerned about traffic safety on Lombard Street. Respondents said that they do not feel safe crossing the street and that vehicles drive too fast there. These perceptions are supported by vehicle crash data, which show Lombard to have a high rate of crashes, especially rear-end and sideswipe incidents.

Conversations with business owners revealed concerns about on-street parking. Specifically, they felt that more and better on-street parking was needed. They said they worry about the safety of their customers parking on the street due to the high traffic speeds and narrow parking lanes.

![Figure 5: Segment and intersections of Lombard analyzed. Greeley, Denver, and Interstate are signalized intersections, while Montana is a two-way stop.](image-url)
• **Signal timing and phasing data**  
  » Obtained from Portland Bureau of Transportation

As a first step, the segment was analyzed for V/C levels, delay per vehicle, and level-of-service under its current design. East and west approaches at each intersection include one left-turn pocket lane, one through-lane, and one through/right-turn lane.

Next a scenario was created that changed the approach of each intersection to reflect a reconfiguration (referred to as the “3-lane scenario” in this report). It was assumed that the through/right-turn lane at each east and west approach would become a right-turn pocket, eliminating the through-movement from that lane. Signal timing and phasing was not adjusted under the new scenario.

### Results

Table 4 compares V/C, delay per vehicle, and level of service at each intersection before and after a lane reconfiguration. In many respects these results indicate that reducing the number of through-lanes to one at both Greeley and Denver would not dramatically increase delay or push those intersections beyond their capacity.

Interstate and Montana, however, show some potential problems. While delay is already

---

### Table 4: Intersection-level comparison of performance measures under the current and 3-lane scenarios

<table>
<thead>
<tr>
<th>Intersection</th>
<th>Current</th>
<th>3-Lane Scenario</th>
</tr>
</thead>
<tbody>
<tr>
<td>Volume to Capacity (V/C) Ratio</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Greeley</td>
<td>0.52</td>
<td>0.69</td>
</tr>
<tr>
<td>Denver</td>
<td>0.29</td>
<td>0.51</td>
</tr>
<tr>
<td>Interstate</td>
<td>0.45</td>
<td>0.68</td>
</tr>
<tr>
<td>Montana</td>
<td>0.57*</td>
<td>2.0*</td>
</tr>
<tr>
<td>Delay Per Vehicle (seconds)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Greeley</td>
<td>16.7</td>
<td>22.9</td>
</tr>
<tr>
<td>Denver</td>
<td>22.7</td>
<td>30.0</td>
</tr>
<tr>
<td>Interstate</td>
<td>43.6</td>
<td>139.0</td>
</tr>
<tr>
<td>Montana</td>
<td>5.5</td>
<td>53.1</td>
</tr>
<tr>
<td>Level of Service</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Greeley</td>
<td>B</td>
<td>C</td>
</tr>
<tr>
<td>Denver</td>
<td>C</td>
<td>C</td>
</tr>
<tr>
<td>Interstate</td>
<td>D</td>
<td>F</td>
</tr>
<tr>
<td>Montana</td>
<td>F</td>
<td>F</td>
</tr>
</tbody>
</table>

*Worst movement V/C (southbound left turn)

---

### Table 5: Comparison of volume-to-capacity (V/C) ratios for eastbound and westbound movements before and after a lane reconfiguration

#### Eastbound

<table>
<thead>
<tr>
<th>Intersection</th>
<th>Current Configuration</th>
<th>3-Lane Scenario</th>
</tr>
</thead>
<tbody>
<tr>
<td>Left Turn</td>
<td>Through</td>
<td>Right Turn</td>
</tr>
<tr>
<td>Greeley</td>
<td>N/A</td>
<td>0.51</td>
</tr>
<tr>
<td>Denver</td>
<td>0.65</td>
<td>0.42</td>
</tr>
<tr>
<td>Interstate</td>
<td>0.16</td>
<td>0.44</td>
</tr>
<tr>
<td>Montana</td>
<td>0.04</td>
<td>0.01</td>
</tr>
</tbody>
</table>

#### Westbound

<table>
<thead>
<tr>
<th>Intersection</th>
<th>Current Configuration</th>
<th>3-Lane Scenario</th>
</tr>
</thead>
<tbody>
<tr>
<td>Left Turn</td>
<td>Through</td>
<td>Right Turn</td>
</tr>
<tr>
<td>Greeley</td>
<td>0.38</td>
<td>0.40</td>
</tr>
<tr>
<td>Denver</td>
<td>0.17</td>
<td>0.30</td>
</tr>
<tr>
<td>Interstate</td>
<td>0.34</td>
<td>0.38</td>
</tr>
<tr>
<td>Montana</td>
<td>0.20</td>
<td>0.01</td>
</tr>
</tbody>
</table>
high at Interstate, it would more than triple under the 3-lane scenario. The fact that volume-to-capacity remains relatively low at Interstate suggests that this delay may be confined to a single movement, which will be discussed next. The problems that result at Montana (V/C of 2.0 and delay of 53.1 seconds) are due to a problematic southbound left-turn movement from Montana onto Lombard.

Because this analysis was undertaken with the primary goal of evaluating impacts on Lombard (as opposed to its cross-streets), the effects on eastbound and westbound travel are important to examine. Table 5 shows how reconfiguring the lanes on this segment would impact volume-to-capacity for specific movements through the intersection. Under the 3-lane scenario the only movement exceeding a 1.0 V/C ratio is eastbound traveling through at Interstate. Additionally, right turn movements improve in all cases because under the 3-lane scenario right-turning vehicles are no longer sharing a lane with cars driving straight through intersections. Left turn movements remain largely unchanged.

Finally, Table 6 compares level of service for east and west-bound approaches before and after reducing the street to one travel lane in each direction and a center turn lane. This measure considers all approaching lanes together. Notable findings include minimal impact, again except approaching Interstate. There eastbound LOS goes from ‘C’ to ‘F’ while westbound moves from ‘C’ to ‘D’.

<table>
<thead>
<tr>
<th>Table 6: Level of service comparisons before and after a lane reconfiguration</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Eastbound</strong></td>
</tr>
<tr>
<td>Greeley</td>
</tr>
<tr>
<td>Denver</td>
</tr>
<tr>
<td>Interstate</td>
</tr>
<tr>
<td>Montana</td>
</tr>
</tbody>
</table>

| **Westbound** | **Current** | **3-Lane Scenario** |
|--------------------------------------------------|
| Greeley | B | B |
| Denver | B | C |
| Interstate | C | D |
| Montana | A | A |

Traffic Analysis Conclusions

Using available data and under the assumptions described, a lane reconfiguration appears to be technically feasible for much of the project corridor. As expected, volume-to-capacity ratios and intersection delay both increased under a 3-lane scenario, but often the increase was relatively small.

A major exception to this was the intersection of Interstate and Lombard, which saw significantly increased congestion from the change. Certain mitigation options could be explored to address this, including signal timing or keeping the current configuration for a stretch before and after the intersection.

Given community desire for a change to the way Lombard operates and the results presented here, a more detailed and precise traffic study of the corridor seems warranted.